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MANITOBA  
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REPORT  
OF THE  
Royal Commission  
ON THE  
University of Manitoba



WINNIPEG:  
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1910.



FARMER'S ADVOCATE OF WINNIPEG, LTD.  
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TO HIS HONOUR  
**The Honourable Sir Daniel Hunter McMillan, K.C., M.G.**  
LIEUTENANT-GOVERNOR OF THE PROVINCE OF MANITOBA

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REPORT OF A COMMITTEE OF THE  
EXECUTIVE COUNCIL ON MATTERS  
REFERRED TO THEIR  
CONSIDERATION

---

Approved and ordered September 20th, 1907

**D. H. McMILLAN,**  
LIEUTENANT-GOVERNOR

---

PRESENT :

THE HONOURABLE MR. ROBLIN (in the chair)  
MR. CAMPBELL  
MR. ROGERS  
MR. AGNEW  
MR. HOWDEN  
MR. McINNIS

## ON MATTERS OF STATE.

May it please your Honour.:

The Honourable the Provincial Secretary submits to Council a Report setting forth:—

Whereas under and by virtue of Chapter 26 of the Revised Statutes of Manitoba, entitled "An Act respecting Commissioners to make enquiries concerning public matters," it is enacted that whenever the Lieutenant-Governor-in-Council deems it expedient to cause enquiry to be made concerning any matter connected with the good government of the Province or the conduct of any part of the public business thereof, or the conduct of any institution therein receiving Provincial aid, and such enquiry is not regulated by any special law, the Lieutenant-Governor may by commission in the cause concerned appoint Commissioners or persons by whom such enquiry is to be conducted with power to summon before them any parties or witnesses and to require them to give evidence on oath, orally or in writing, and to produce such documents and things as such Commissioners deem requisite to the full investigation of the matters into which they are appointed to examine;

And whereas it has been made to appear that it is desirable that certain matters involving the good government and management of the University of Manitoba should be enquired into and investigated and reported upon;

And whereas the said Minister is of the opinion that such enquiry should be made respecting all and singular the premises hereinafter particularly outlined and set forth,

On the recommendation of the Honourable the Minister,

Committee advise:

1. That pursuant to the provisions of the said Chapter 26 of the Revised Statutes of Manitoba, 1902, hereinbefore in part recited, the Rev. G. B. Wilson, Ph.D., W. A. McIntyre, B.A., LL.D., J. A. M. Aikins, K.C., M.A., J. D. Cameron, K.C., M.A., Jno. A. Machray, M.A., Rev. J. L. Gordon and the Rev. A. A. Cherrier, B.A., be appointed Commissioners to enquire into and report upon all and singular the matters hereinafter outlined and set forth, that is to say:—

(1) The present system of government and management of the University of Manitoba and to suggest some more efficient and less cumbersome system of government and management of the same. (2) The general financial status of the said University and to give a general outline of a scheme for financing the University suited to an enlarged and improved condition of the said University. (3) Concerning the relations between the said University and the several affiliated colleges and other provincial educational institutions and what if any changes are necessary or advisable to accomplish a closer and more efficient relationship between the said affiliated colleges and educational institutions. (4) The nature, scope and method of teaching in vogue in the said University, and what if any changes with regard thereto are either necessary or are in the best interests and welfare of the University and the cause of education. (5) The suitability and sufficiency of the present University Buildings and premises, having regard particularly to the advisability of procuring another site in or in close proximity to the City of Winnipeg and erecting thereon more and better appointed buildings. (6) Such other matters and things incident to, connected with or arising out of all and singular the premises, or involving the good government of the said University, that in the opinion of the Commissioners it may be deemed desirable to investigate and enquire into.

8-43



2. That for the purpose of said enquiry and investigation, the said Commissioners aforesaid shall have the power to take all necessary steps for the acquisition of information as may, in their opinion, be desirable.

3. The said Commissioners shall have and possess all the power and authority with reference to compelling the attendance of witnesses as is set forth in the said Chapter 26 of the Revised Statutes of Manitoba, hereinbefore referred to.

4. That J. A. M. Aikins, K.C., M.A., be the chairman of the Board of Commissioners hereinbefore outlined, and that W. Sanford Evans, B.A., be the Secretary of the said Board of Commissioners.

5. That all expenses in connection with the said enquiry shall be paid by the Government of Manitoba, including a salary to be hereafter determined to be paid to the Secretary.

Respectfully submitted,

R. P. ROBLIN,  
Chairman.

Executive Council Chamber,  
September 20th, 1907.

## Introduction to the Reports

---

*To His Honor the Lieutenant-Governor-in-Council :—*

Your Commissioners, appointed by Letters Patent bearing date September the twenty-sixth, in the year of Grace one thousand nine hundred and seven, beg leave to present to you the following reports upon the matters submitted to us : (1) A report signed by Mr. J. A. M. Aikins, M.A., K.C., and Rev. A. A. Cherrier, B.S. (2) A report signed by Mr. Justice Cameron, M.A., K.C., and Mr. W. A. McIntyre, B.A., LL.D. (3) A report signed by Mr. John A. Machray, M.A.; Rev. J. L. Gordon and Rev. Gilbert B. Wilson, M.A., LL.B., Ph.D.

As it may be of interest and assistance to your Government to learn under what conditions these conclusions were arrived at, we may mention that at the beginning of our labors an invitation was extended to the leading educationists, educational institutions, public bodies and private citizens to express either orally or in writing their opinions upon this important subject. Every attempt was made to elicit a full and fair expression of public opinion. The more important documents which were submitted for our consideration are appended to the reports and a careful perusal of these documents, so widely divergent in their view-points and in their suggestions for University reconstruction, will perhaps best indicate the variety, difficulty and delicate nature of the problems with which we have been confronted.

In the prosecution of their labors your Commissioners have held a large number of private sittings, and in these sessions they have arranged the work to be done by individual members and revised the conclusions arrived at by individual investigation or by committees. Besides this they have conducted nine interviews, have heard fourteen depositions, have conferred both with honorable members of the Government and with several members of the Provincial Legislature, and have held repeated conferences with representatives of the various educational institutions of the Province. They have had the further advantage of conference with several Canadian and British educationists and have derived assistance from the labors of the Toronto University Commission, and still more from personal conference with that Commission and with leading authorities and officials of the Toronto University system. In addition to this, one member of your Commission, Mr. John Machray, during a visit to England in 1908 made careful enquiries into certain features of the English university system, while another member, Mr. Justice Cameron, also privately visited a number





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2. That for the purpose of said enquiry and investigation, the said Commissioners aforesaid shall have the power to take all necessary steps for the acquirement of information as may, in their opinion, be desirable.

3. The said Commissioners shall have and possess all the power and authority with reference to compelling the attendance of witnesses as is set forth in the said Chapter 26 of the Revised Statutes of Manitoba, hereinbefore referred to.

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Chairman.

Executive Council Chamber,  
September 20th, 1907.

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of English and American universities and gained valuable information at so their organization and effectiveness. Later, Dr. Wilson was deputed to interview Dr. Henry S. Pritchett, President of the Carnegie Foundation, and gained information of some value both from Dr. Pritchett and from the authorities of Columbia University. In November, 1908, the members of the Commission as a body visited the following universities: The University of Toronto, McGill University at Montreal, Laval University in Montreal and in the City of Quebec, the University of Minnesota at Minneapolis, the University of Wisconsin at Madison, North Western University at Evanston, Chicago University, the University of Michigan at Ann Arbor, and the University of Illinois at Urbana. These visits were rich in suggestiveness and the courtesy of the officials and instructors we met at these great institutions of learning left nothing to be desired.

We beg leave also to acknowledge our indebtedness to the Press of this City and Province. By their keen interest in this question, by the information on university matters which they have disseminated, and by a number of informing articles which have been published, they have made a generous and valuable contribution. It is but fitting, also (the Chairman not, however, approving), that mention should be made that our Chairman, Mr. J. A. M. Aikins, placed at the disposal of the Commission a commodious chamber in the Somerset Block. We acknowledge also the unfailing courtesy of the Secretary, Mr. Sanford Evans.

All of which is respectfully submitted.

Dated, 30th November, 1909.

J. A. M. AIKINS,  
*Chairman.*  
GILBERT B. WILSON.  
W. A. MCINTYRE.  
J. D. CAMERON.  
JOHN A. MACHRAY.  
J. L. GORDON.  
A. A. CHERRIER.  
W. SANFORD EVANS,  
*Secretary.*

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*To His Honor the Lieutenant-Governor-in-Council of the Province of Manitoba :*

Mr. J. A. M. Aikins and the Rev. A. A. Cherrier, two of the Commissioners appointed on the 26th day of September, 1907, concerning matters relating to the University of Manitoba, beg to report :—

Your Commissioners are appointed :—

“To enquire into and investigate and report to the Lieutenant-Governor-in-Council upon all and singular the matters hereinafter outlined and set forth, that is to say :—

(1) The present system of government and management of the University of Manitoba and to suggest some more efficient and less cumbersome system of government and management of the same ;

(2) The general financial statues of the said University, and to give a general outline of a scheme for financing the University, suited to an enlarged and improved condition of the said University ;

(3) Concerning the relations between the said University and the several affiliated colleges and other provincial educational institutions, and what, if any, changes are necessary or advisable to accomplish a closer and more efficient relationship between the said affiliated colleges and educational institutions ;

(4) The nature, scope and method of teaching in vogue in the said University, and what, if any, changes, with regard thereto, are either necessary or in the best interests and welfare of the University and the cause of education ;

(5) The suitability and sufficiency of the present University building and premises, having regard particularly to the advisability of procuring another site in, or in close proximity to, the City of Winnipeg, and erecting thereon more and better appointed buildings ;

(6) Such other matters and things, incident to, connected with, or arising out of all and singular the premises, or involving the good government of the said University that in their opinion it may be deemed desirable to investigate and inquire into.”

#### SCOPE OF THE COMMISSION

In entering upon our work as commissioners, we think it incumbent upon us to consider first what we are to inquire into and investigate. The appointing authority recognizes that there exists in the Province one institution or organization known as “the University of Manitoba,” and not only assumes, but clearly intimates that it is to continue.

As we understand the *Dedimus*, nowhere in it does the appointing power suggest or authorize inquiry into the desirability of dissolving or destroying the institution and substituting another, or fundamentally altering it or changing its essential character or type. On the contrary, it approves it and clearly manifests the wish that it should grow strong and prosper, and to this end it authorizes the inquiry and asks for report.

The appointing authority recognizes that its system of government and management is somewhat inefficient and cumbersome, but does not direct inquiry as to how the whole institution may best be cut down as cumbering the ground, but asks for suggestions as to how its management may be more dexterous and less clumsy. It further recognizes the relationship between the University and its affiliated colleges and other Provincial educational institu-

tions, but does not wish to know how these relationships may be severed or weakened, but how they may be made closer and strengthened. How the institution may be better sustained financially, improved in its teaching, and more suitably located and housed.

PARAGRAPH SIX CONSIDERED—WHAT IS "THE SAID UNIVERSITY?"

Before reporting on the subjects referred to in paragraphs 1 to 5, we think it will be in better and more natural order, and lead to a clearer comprehension and understanding of what the University, the subject of this inquiry, is and does and of its deficiencies and needs, if we refer to some "other matters and things incident to the said University," as indicated in the sixth paragraph of the *Dedimus*.

What is the "said University?" Much that has been of late years said and written concerning "the University of Manitoba" has originated from a clear misunderstanding or a confused notion of what it is. Some have regarded it, but wrongly, as merely an incorporeal system of higher education, as "a great noun to be used as guardedly as Episcopacy or Sovereignty"; as a community of religious or denominational teachers and scholars whose objects is the promotion of higher education primarily in Theology, incidentally in Arts and Science, and the right to confer degrees; or as a state institution of learning, living out of the Provincial Treasury, managed by denominational colleges, and not under Governmental control.

As will be seen, however, from a reference to those portions of this report headed "History of Legislation relating to the University of Manitoba, etc.," and "Relation between the State and the University, etc.," it is a free, self-governing corporation, having organization, exercising functions, possessing rights and powers and administering independently its affairs. At the time of its incorporation there were three autonomous and independent colleges doing teaching in Arts, Literature and Science, representing the Roman Catholic, Church of England, and Presbyterian population of the Province. These three Colleges agreed to federate for the purpose of conference concerning higher education and for the purpose of having uniform College courses, a fixed curriculum, the same standard for the examinations, and one degree conferring authority.

If the general conception of a university be true, it is, as suggested by an eminent educationist, a place where by teaching and studying a great deal of knowledge may be acquired on many subjects, and if those Arts, Literature and Science subjects in the curriculum of the University of Manitoba from 1877 to 1900 can be considered as "many subjects," or enough for a University, then clearly those three Colleges, and after 1888 Wesley College, were substantially Universities, for in them were taught and studied all those subjects, and in them alone, for the University did no teaching. The federation for the purposes just mentioned was according to the above definition, one of teaching universities.

It would seem from the form of the federation which is embodied in the Act incorporating the University that the framers of it had in mind the form of the Dominion Confederation, which had recently taken place, in that it constituted the representatives elected by those three Colleges, together with the representatives appointed by the two Boards of Education, and from the convocation of its own graduates, the legislative and executive body of the federation. These, with the Chancellor (appointed the presiding officer of that body by the Government) and a Vice-Chancellor (elected by that body itself to act in the absence of the Chancellor) constituted the corporation. As suggested by the form of the

Dominion Confederation, there was provision for other Colleges joining the University federation, and having equal representation in it and in the corporation thus organized. Out of these scattered and independent factors of education there was formed the federal body called the "University of Manitoba." It is in type, in character, and in the main, a cluster or republic of constituent colleges or universities. It is undenominational, because the four largest denominations, representing the vast majority of the people through the colleges they support, have equal membership in it, and because the Manitoba Medical College, the College of Agriculture, and the College of Pharmacy, composed of persons from all the religious denominations, are represented in the corporation. It has attained its strength and influence by its own efforts and the meritorious work of its constituent colleges (without which it could not have continued to exist), and from sources and by aids not afforded or given by the Province, whose legislature incorporated it, and which thereafter left that body corporate practically to fend for itself. It appears that this was the original intention and expectation of the Provincial Legislature, as the incorporating Act provides that all fees should be carried to one general fee fund for the payment of all the expenses of the University of Manitoba, and as evidenced by the small contributions thereafter from the public treasury.

(See in appendices the letter of Archbishop Tache to Sir John Thompson, dated 28th January, 1887, partially set out under head of "Land Grant"; Archbishop Machray's statement, and Doctor Bryce's statement.)

The federation thus constituted is in a large measure an outgrowth of the controversies and conditions which prevailed in the early history of Upper Canada respecting university and college education. Many of the main provisions of its constitution set forth in the Act incorporating it are adapted from the Upper Canada Acts of 1849, 1853, and 1873, but chiefly rescripts of that portion of the University Act of Ontario, 1853, which relates to the Toronto University proper, with such modifications as made it applicable to the conditions here and leaving out those provisions of that Act which relate to the University College, obviously because the teaching in the colleges existing in Manitoba was considered sufficient and a state college then unnecessary. A reference to some of the early history of the Toronto University becomes, therefore, instructive. The report of the Toronto University Commission will be found among the appendices.

The principal sections of the Manitoba Act and the Upper Canada Act, 1853, are set forth for easy comparison in the appendix.

#### HISTORY OF LEGISLATION RELATING TO THE UNIVERSITY

By an Act of the Manitoba Legislature, passed in 1877, 40 Vic., Chap. 11, a corporation was created consisting, as the Act sets forth, of a Chancellor, Vice-Chancellor and a Council, which shall be composed as follows :

- a. Seven representatives to be selected by each of the incorporated colleges of the province named in the twenty-sixth section of this Act, and by each of the incorporated colleges which may be affiliated hereafter to the University;
- b. Three representatives to be selected by convocation as hereinafter constituted ;
- c. One member for each section of the board of education to be selected once a year by the said sections respectively—. (Sec. 3).

" For the purposes aforesaid, it shall be competent for the governing body



of each of the said incorporated colleges so affiliated to select not more than seven representatives to form part of the council of the University, to cancel any of such appointments and from time to time to make others as the case may be; but due notice of such appointment or changes shall be given to the Chancellor of the University by the institution making the same." (Sec. 4).

At the time of the passing of the Act, there were incorporated the College of Saint Boniface, the College of Saint John, and the Manitoba College, and the Act provided that these colleges should be in connection with the University, and that the Lieutenant-Governor-in-Council might from time to time affiliate other incorporated colleges with such University on being satisfied of such colleges being in operation and possessed of the requisite buildings and a sufficient staff of professors and teaching officers to entitle such colleges in his judgment thereto. (Sec. 26).

The name given to the corporation so created by this Act was the "University of Manitoba."

Section 2 provided that the corporation may purchase, take and hold real and personal estate which may be hereafter sold, ceded, exchanged, bequeathed or granted to the said University; provided always that such real estate so held by the University hereby created and incorporated shall not exceed the annual value of thirty thousand dollars, such annual value to be calculated and ascertained at the time of taking, purchasing or acquiring the same; and may grant sell, lease, mortgage or otherwise dispose of the same as may be deemed expedient for the interest of the University.

To the members of the council was given the entire management of and superintendence over the affairs, concerns and property of the University of Manitoba; and in all cases unprovided for by this Act it was made lawful for the Council to act in such manner as should appear to them best calculated to promote the purpose intended to be promoted by the University. (Sec. 17). And power to make and alter statutes not repugnant to the laws of Manitoba, or to its Act of incorporation, touching examination for degrees and the granting of the same; and the mode and time of convening the regular meetings of the Council; and the fees to be paid by the candidates for examination or after taking any degree; and in general touching all other matters whatsoever regarding the University not otherwise expressly provided for by the Act; providing, however, that in the examination of candidates for degrees and the granting of the same such candidates should have the benefit of the opinions of the authors in mental and moral philosophy and in history, which authors they might have studied during their course of education. (Sec. 18).

The statutes so to be enacted were made binding when signed by the Visitor, the Lieutenant-Governor.

The members of the Council were by the Act given power to examine for and confer degrees in arts, law, medicine, science and other degrees which the Council might thereafter determine to confer. (Secs. 25 and 28).

The incorporating Act also provided that at every meeting of the members of the Council, the Chancellor, or in his absence the Vice-Chancellor, should preside as chairman, or in the absence of both, a chairman should be chosen by the members present, or a majority of them. (Sec 22). And that the Chancellor should be appointed by the Lieutenant-Governor-in-Council for the period of three years. (Sec. 11). And that the members of the Council should elect annually some one of its members to be the Vice-Chancellor. (Sec. 14).

The Act further provided that incorporated colleges being at the time of the passing of the Act, or which might thereafter become affiliated to the University should, with the sanction of the governing bodies of the denominations to which they belong, have the power of forming a separate faculty in theology, for the examination and granting of the degrees of Bachelor of Divinity and Doctor of Divinity; and that such degrees should be entitled to all rights and privileges as if they were granted by the University (Sec. 31); and that it should be the duties of the presidents of the said faculties in theology to report respectively from time to time to the Chancellor of the University, upon the organization of such respective faculties, the granting of the degrees, and such other matters as the Chancellor of the University and the Presidents of such faculties might have agreed to for the mutual benefit of the said University and faculties. (Sec. 32).

Amendments of these two sections were made in 1880 and 1895, requiring certain theological candidates to be examined in Greek, Latin and Mathematics, and giving affiliated colleges power to establish theological courses.

The recital of the original Act gives the purpose of the incorporation of the persons above referred to, and section 30, the aim of such corporation; they are :

“Whereas, it is desirable to establish one University for the whole of Manitoba (on the model of the University of London), for the purpose of raising the standard of higher education in the province, and of enabling all denominations and classes to obtain academical degrees ;”

(Sec. 30). “The regulations of the Council with respect to the literary and scientific attainments of persons obtaining degrees or certificates of honor, and their examination, shall, in as far as circumstances will in the opinion of the Council permit, be similar to those in force for like purposes in the University of London, to the end that the standard of qualification in the University of Manitoba may not be inferior to that adopted for a like degree or certificate of honor in the said University.”

The University of London was a non-teaching, but an examining and degree conferring University. Following that model, the Act provided that there should be no professorship or other teachership at present in the University, but that its functions should be limited to the examining of candidates for degrees in the several faculties, or for certificates of honor in different branches of knowledge, and to granting of such degrees and certificates, after examination in the manner thereafter mentioned. (Sec. 10).

In 1880, the Legislature passed some minor amendments to the original Act, most of which appear in the present Act.

The light in which the University was viewed in 1885 is seen from the following address which was adopted by the Council and presented to His Excellency the Most Honorable the Marquis of Lansdowne, Governor-General of Canada :—

May it please Your Excellency :—

We the Chancellor and Council of the University of Manitoba, are glad to have this opportunity of personally greeting Your Excellency during your term of office.

This University may be said to consist of a republic of colleges, to which in conjunction with the graduates of the University, the state has

practically committed the direction and government of the University.

The state does not interfere with our colleges beyond satisfying itself before affiliation that as regards buildings and a teaching staff a college is competent for directing its students in the studies of the University. Each college can make its own regulations as regards worship, religious teaching and discipline.

The main cost of the education of the University is at present borne by the several colleges.

There are no University professorships or buildings. The want of a large public hall for its examinations and for other purposes of the University is being more felt every year. About 60 students appeared for examination last May.

During the present year the University has begun to receive the benefit of a munificent bequest of \$83,000, for scholarships and prizes by Dr. Isbister, a native of this country, who received his early education in this province, and after completing his education in England, occupied there a high educational position.

The parliament of the Dominion at its last session granted 150,000 acres of the public lands in Manitoba to the University. The Council of the University has just appointed a committee to take steps to obtain as early appropriation of this land as possible. We would ask the kind office of Your Excellency in securing to us this advantage.

We desire to thank Your Excellency for your own encouragement of our work in kindly continuing the two medals granted to the University by Your Excellency's predecessor.

We would express in conclusion the hope that Your Excellency may greatly enjoy your visit to the Northwest, and return from it in health and safety.

In the name of the Chancellor and Council of the University of Manitoba.

(Sgd.)

R. RUPERT'S LAND, *Chancellor.*"

The Dominion Parliament passed an Act in 1885, giving the endowment referred to in the following terms :—

An allotment of land not exceeding one hundred and fifty thousand acres, of fair average quality, shall be selected by the Dominion Government and granted as an endowment to the University of Manitoba for its maintenance as a University, capable of giving proper training in the higher branches of education, and to be held in trust for that purpose upon some basis or scheme to be framed by the University, and approved by the Dominion Government.

It is to be noted that while the Parliament gives by that statute the swamp lands to the province to enure wholly to its benefit and use, it gives not to the province, but to the University corporation, the college confederation, the 150,000 acres of endowment.

And in January, 1887, after much discussion and deliberation the University framed the basis or scheme of the trust referred to in the Act, which basis and scheme was approved by the Dominion Government in June, 1887, and

accordingly became thereby fixed and irrevocable, except by the consent of the parties to it.

This basis and scheme on which the endowment is held in trust, the form of the patent granting the land to the University, and matters relating thereto are considered later on in this report under the head of "Land Grant."

After much consideration, debate and no small opposition, a resolution was passed by the Council in 1889, approving of the University doing teaching in some subjects.

Owing to the conclusion at which the Council thus arrived that there should be some teaching by the University, the Act was amended in 1892, by striking out of the preamble the words "on the model of the University of London," and by providing that the University should have power and authority to give instruction and teaching in the several faculties and different branches of knowledge as might from time to time be directed by the Council of the University, and to examine candidates for degrees in the several faculties, and for certificates of honor in different branches of knowledge, and to grant such degrees and certificates after examination in the manner thereafter provided. The subjects upon which such instruction and teaching were to be given by the University were to be determined by a three-fourths majority of those present and voting thereon at a meeting of the Council called for the purpose of considering such matter.

That Act also provided for admitting to examinations students from colleges and institutions outside the province.

The Legislature also amended the Act in 1893, by making some changes in the representation on the Council from the College of Physicians and Surgeons, and the Manitoba Medical College.

By reason of the financial burden which three of the colleges experienced in teaching natural science and higher mathematics, as more particularly referred to later on in this report, the government was approached to ascertain if it would be willing to make a contribution to the support of professors teaching higher mathematics, science, etc., as the University was not receiving any income from the land grant. The government acceded to the suggestion, but made it a condition that if it did so it should be represented on the Council, and the following amendments were then passed (See Cap. 35, 56, Vic., 1893):—

"Said Section 4 of said Act is hereby further amended by adding thereto the following paragraph :

(d) Seven representatives to be appointed by the Lieutenant-Governor-in-Council, who shall hold office for the term of three years. The member of the Executive Council for the time being at the head of the Department of Education shall be *ex-officio* a member of the Council." (Sec. 2).

"The Lieutenant-Governor-in-Council may, after consultation with the Council, or with a Committee thereof, appoint professors and assistant professors to be paid by the Government of the Province in the branches of modern languages and mathematics subsequent to the previous year and in natural sciences. It shall not be competent for the Council to abolish any of the chairs so established and the professors and assistant professors so appointed shall hold office during pleasure." (Sec. 3).

This amending Act also contained provisions, which were subsequently repealed, that no fees should be charged to students in connection with the lectures to be delivered by professors appointed by the government, and limitations were placed by the Government on the power of the University to sell and dispose of its lands.

As the Government failed to appoint any professors under this Act passed in 1900, Section 3 of that Act was repealed, and the following was substituted for it :—

“ The Council of the University of Manitoba may, from time to time, and at pleasure appoint professors, assistant professors, or lecturers in the branches of the modern languages and mathematics, subsequent to the first year, and in natural sciences, and the professors, assistant professors, and lecturers so appointed, shall hold office during the pleasure of and subject to dismissal at any time by the Council of the University of Manitoba. Any appointments and dismissals made under the provisions of this Act shall take effect only upon their being approved of by the Lieutenant-Governor-in-Council.” (Sec. 2).

In consequence of the University Council having decided to erect a University building, it became necessary to borrow money from the Government for that purpose, and also to pay the salaries of the professors, and the Act of 1900 made provision for such an advance and for the mortgaging of the University lands to the Government for the repayment of the money as set forth in its Section 5; and it added Sections 44 to 54, both inclusive, to the Act in the then revised statutes. As incidental to the security, Section 54 provided that the Council of the University was authorized to make regulations subject to the approval of the Lieutenant-Governor-in-Council, for the care of the grounds, buildings and other property of the University, and for the salaries, duties, and hours of professors, and for the conduct of students attending the classes of such professors or lecturers.

The provisions contained in these sections were incidental to the loan which was in due course paid off, and with the discharge of the debt all these sections should have been repealed. Some were in 1904, and some modified. Section 10, and sub-section (b) of Section 25 are not repealed.

There was additional legislation in 1901, giving greater power to the University to take, hold, sell and mortgage lands, to invest funds and take security for such investment, to allow candidates holding teachers' certificates certain standing, etc.

By further legislation in 1904, the University Council was authorized to appoint a Land Board to manage its lands, and other minor amendments were made.

In 1906, the Act was further amended by adding to Section 13 thereof the following sub-section :—

“ (f) Representatives (not exceeding seven), to be selected by each of the incorporated colleges of the province not mentioned by name in the forty-fourth section of this Act (excepting any medical college), and which may have been already affiliated or shall hereafter become affiliated to the said University under the provisions of the said Section 44; the number of such representatives to be fixed and determined from time to time by the Lieutenant-Governor-in-Council.”

(g) Two representatives to be appointed by the teaching faculty of the University."

And made provision for incorporated colleges thereafter affiliated, selecting for the Council of the University a number of representatives to be determined by the Lieutenant-Governor-in-Council.

We have thought it well to give a history of the legislation above mentioned, in order to correct much misapprehension concerning the character, powers and privileges of the University.

#### LAND GRANT

In 1878 a Special Committee of the University Council reported, suggesting an application to the Dominion Government for a grant of land as an endowment for the University from the revenues or proceeds of which current expenses might be met.

In the following year the Council on the report of a committee passed the following resolution :—

"That the same committee be continued with power to bring the matter before the Dominion Government through the Local Government, and to secure the aid of those members of the Local Government now in Ottawa in order that a revenue adequate to the carrying on of the University may be obtained."

On the 7th January, 1880, the Land Committee further reported :—

"They had an interview with the Provincial Government on the subject of securing a revenue for the University, and as a result of that interview they begged to recommend:—A petition to the Dominion Government for an endowment of certain lands then ungranted and unoccupied."

Upon the 4th March, 1880, the Committee on the Land Grant reported that the following petition had been sent to the Dominion Government to be presented by the Vice-Chancellor, who was then in Ottawa :—

"To the Honorable Sir John A. Macdonald:

The Petition of the Council of the University of Manitoba humbly sheweth:

1. That the said University has been in existence for three years, during which time considerable advantages have accrued to the cause of learning through its instrumentality.
2. That colleges of every religious denomination are now or may be hereafter affiliated to the University.
3. That since the creation of the University three years ago its only source of income has been a grant made by the Provincial Government for the purpose of organization, and that such grant has been disbursed in necessary expenses.
4. That the funds at the disposal of the Provincial Government are not sufficient to enable them to aid the University.
5. That the Toronto University established on a somewhat similar basis to this, is maintained by the revenue or proceeds of certain land grants to it by Government.

6. That a similar endowment of land by the Dominion Government would help to meet the present requirements of the University and render it in a few years self-supporting.

Therefore, your Petitioners humbly request that a certain portion of the ungranted lands of the Dominion of Canada may be set aside and granted to them as an endowment for the said University.

And your Petitioners will ever pray, etc."

To this Petition the Chancellor received the following reply:—

"My dear Lord Bishop:

I have your note of the 19th inst. on the subject of the endowment of the University of Manitoba.

The considerations urged by you are of great weight and I shall see them taken into consideration as soon as the hurry of the session is over.

Yours faithfully,

(Sgd.) JOHN A. MACDONALD."

In 1881, Lord Lorne, the Governor-General, visited Manitoba, and the University Council expressed its desire that it should receive a Land Grant from the Dominion Government similar to what the common schools had received.

In September, 1881, the Council appointed a committee to urge upon the Dominion Government the question of a grant of land for the University, and in December, 1883, another address requesting an endowment was sent to the Government, and the Chancellor and the members of the Dominion Parliament for Manitoba were requested to wait upon the Government and urge the granting of the prayer of the memorial.

In the year 1884, the Dominion Government communicated to the University the compliance with the request and a proposition to give to it 150,000 acres of land, and the Act, Chapter 50, 48 and 49 Vic. (1885) was passed authorizing a grant of 150,000 acres of fair average quality as an endowment to the University of Manitoba, for its maintenance as a University capable of giving proper training in the higher branches of education, and to be held in trust for that purpose upon some basis or scheme to be framed by the University and approved by the Dominion Government.

When the application was made for the Land Grant and when such grant was made the University was not authorized to teach, but the funds then available were not at all sufficient for the work the University was doing, and when the grant was made it was considered to be worth One Dollar per acre, or \$150,000, and for some years there was in the Council a desire to commute the Land Grant claim for a cash subsidy of about that amount.

On the 28th of January, 1887, the University Council unanimously adopted as Regulations under 48 and 49 Vic., Chap. 50 (Dom.), the following:

1. After the selecting and granting of the lands made under the provisions of Statute 2 of Chap. 50, 48 and 49 Vic., the University of Manitoba shall cause to be kept one or more land registers, which shall contain a description of the said lands, the quality and character thereof, so far as the same can be ascertained from the field notes of the surveys and the official maps of the portions of the country where such lands are situate. The land register shall also contain a complete record of all the particulars respecting the management, sales and disposition of such lands.

2. The said lands shall be held upon the following trusts: The University may at any time, in such manner and on such terms as they may deem proper, sell and dispose of or lease the said lands or any portion thereof, and receive the proceeds and income resulting therefrom.

3. The University may apply such portions of said proceeds and income as may be considered proper to pay the expenses of the care and management of the said lands, and of the moneys arising therefrom.

4. To purchase a suitable site, and to erect thereon University Buildings, and to furnish the same.

5. To invest such portions of said proceeds as may not be immediately required for any of the objects aforesaid in such securities and on such terms as the Council may deem proper and safe, for the purpose of deriving an income therefrom, and the Council may apply the income arising out of the leasing of said lands and from such investments or any portion thereof to any of the purposes aforesaid.

6. Or to any other purpose contemplated by the said Chapter 50, 48 and 49 Vic.

7. The management of such lands and the proceeds or income arising therefrom shall be under the control of the Council of the University, which may appoint all such committees or persons as may be considered necessary for the purpose thereof, and may pay any such person so appointed, if deemed requisite."

This basis was approved by Order-in-Council of the Dominion Government on the 15th of June, 1887.

Writing in August, 1889, in respect of the grant of land, the late Archbishop of St. Boniface, said:—

"The University was created by an Act of the Provincial Legislature passed in 1877, and incorporated in the Consolidated Statutes of Manitoba, Chap. 63.

Section 28 of that Act declares that the incorporated colleges in connection with the University shall be the College of St. Boniface, the St. John's College and the Manitoba College and the other incorporated colleges which may, from time to time, be affiliated by the Lieutenant-Governor-in-Council.

The St. Boniface College is a Roman Catholic institution, the St. John's College is connected with the Church of England and the Manitoba College with the Presbyterian Church.

The above three colleges were in 1877, and remained the only ones connected with the University until 1888, then the Medical College was affiliated, and last year (1888) the Wesley College was also affiliated.

In the preamble of the Act establishing the University, it is stated that the University is to be established on *the model of the University of London*. This was inserted advisedly, as it was then intended and clearly understood that the University was to be an examining body, and not a teaching body .....

The following sentence in the endowment clause 48-49 Vic. Chap. 50, Sec. 2: "As an endowment to the University of Manitoba for its mainten-



ance as a University capable of giving proper training in the higher branches of education," might perhaps at first sight be interpreted to apply to a teaching University, but I do not think that such was the meaning of the programme or curriculum prepared by the Council for the yearly examination on the various subjects necessitates on the part of the affiliated colleges, who in fact have so far constituted the University, the obligation of giving the training required by the University; and, in this, the University may be considered as giving proper training in the higher branches of education, within the provisions of the Act.

During the last three or four years the question of making the University a teaching body by founding chairs in connection therewith, has been submitted and urged in the University Council by some representatives of the colleges. . . . . Now, we really anticipate that the scheme may be forced on us before very long, when we may be compelled to modify or perhaps sever our connection with the University. We have no idea what form the modification may take or on what terms or conditions the severance may be effected. Whether we shall be permitted to remain in some shape or other as an independent and separate branch of the University in regard to the teaching of our pupils, or otherwise we cannot foresee. At all events I think that, as the oldest college in the country, as one of the three colleges with which the University was founded, as one of the colleges that took a very active part in the organization, in framing as they now exist, its statutes, ordinances, regulations and curriculum, and as being still what may be called a component part of the University, it is not unreasonable to expect, in the event of the modification of the University from its original plan, that we the St. Boniface College, representing all the Catholic population of the country in the matter of superior education, should not be forced into an undesirable position in the University without some means being devised to protect its rights and its just and reasonable claims. I do not wish to ask for any special privilege or favor for the St. Boniface College. But what I desire and what I would suggest is that, in the patent granting to the University the lands allowed by statute, some clause or words may be inserted affording a protection to any particular college connected with the University and constituting a part thereof, whose rights and position may be affected or interfered with in the event of the said University altering its constitution or modifying its original plan.

The protection asked for to-day by the St. Boniface College will be for the benefit of any of the colleges finding themselves in parallel circumstances.

In a few months or a few years some of the other colleges may have interests conflicting with the majority and claim the benefit of the same protecting clause. This would also add as a warning to the University as a body, that the rights and just claims of any of its constituent parts should not be infringed upon, and it would tend to promote and preserve between the different denominational colleges, the harmony and good relations which have so far been prevailing."

When patent granting the land issued it contained the following proviso:—

"Provided always, that if at any time hereafter the said University shall be dissolved or shall cease to exercise its functions as a University, then, and in such case, any and all of the said lands which may remain unsold

shall revert to and become re-vested in Us and Our successors as of our and their former estate therein, subject to any mortgage or pledge which may have been given by the said University; and all funds in the hands of the said University, their successors or assigns, the proceeds of or which in any way result from the sale, lease, mortgage, pledge or other disposal of the said lands, shall be immediately paid over to us, our successors or assigns."

It was in respect of this proviso that the point was strongly presented to us that the disbanding of the federation of colleges, which is the very essence of the University corporation or any destruction of that corporation and substitution of another even under the same name, or any fundamental alteration of its constitution or any cessation of the exercise of those functions pertaining to it and which as a federation of colleges it alone can exercise, would *ipso facto* cause a reversion of the land grant and its proceeds to the Dominion Government.

Unfortunately the earlier minute books of the proceedings of the Council are lost or destroyed, but there were found extracts therefrom relating to the Federal land grant made by the then Registrar, the Honorable Mr. Bernier, and which are included in the appendices.

The present position of the land grant and proceeds and investments is as follows:

Unsold lands	86,463.16 acres
Cash and Securities	\$449,594.24

#### ISBISTER TRUST.

Dr. Isbister, a native of this country, educated here in one of its colleges, and who held an honored position as an educationist in England, died on the 28th of May, 1883, and left some \$80,000 to the governing body of the University of Manitoba, that is to say, the University Council.

The will is dated 3rd of January, 1883. A copy of it appears among the appendices.

The bequest reads as follows:

"The residue of my property, estate and effects

I give, devise and bequeath to the Governing Body of the University of Manitoba, in trust for the objects hereinafter specified."

Among other provisions in the will appears the following:

"It is understood that I establish this Trust for the benefit and improvement of education in the Province of Manitoba, and it is my wish that it shall take the form of a general scholarship or prize fund for the encouragement of meritorious students and scholars in the various places of education in the Province for both sexes from the common schools to the colleges and institutions and private schools where the highest education is given without any distinction of race, creed, language or nationality. In the lower schools this encouragement may take the form of prizes, and in the higher schools that of scholarships, of sufficient value to maintain or help to maintain the holder at a College or University either in Canada, Great Britain or elsewhere, and I leave the governing body of the Manitoba University free to carry out the objects of the trusts now confided to them in the manner which to them may seem best."

At the time of the bequest the governing body of the University to which the devise and bequest was made consisted of the Chancellor, Vice-Chancellor, as presiding officers, and a Council composed of seven representatives from each of the then affiliated Colleges; three representatives selected by Convocation and two from the Board of Education.

Cash and securities ..... \$102,272.14

#### RELATION BETWEEN THE STATE AND THE UNIVERSITY, ETC.

It will be seen from the communications received by the Commission, and forming part of the appendices, that a number of persons and bodies have suggested or recommended the founding of a State University—a University Provincial in the fullest sense of the word; a University managed by a Board appointed by the Government or elected by the people, and giving instruction in all branches according to the means and needs of the Province. To these communications much thought has been given by both those who sent them and by your Commissioners.

If the present University was not existing, or if it was not fulfilling the purposes of its creation, and if your Commissioners had been appointed to enquire into and report upon the founding of a new University or system of education in the higher branches, or into the propriety of dissolving the existing corporation and providing a substitute, your Commissioners would be greatly assisted by the recommendations and suggestions coming from such eminent sources. Your Commissioners have not, in our opinion, been appointed for any such purpose, but only to enquire into and report upon the management of the present organization, its financial status, the relations between it and the affiliated Colleges, the nature of its teaching, and the suitability of its buildings and site.

As we construe the terms of our appointment, your Government does not contemplate a change or fundamental alteration in the character or type of the University. That character and type as already indicated is and was intended to be essentially different from a State University, of which the Universities of Minnesota, Wisconsin and Michigan are excellent examples.

The Council with the Vice-Chancellor it elects, and the Chancellor appointed by the Lieutenant-Governor-in-Council, were created and still are the corporation, the University of Manitoba. That Council was originally constituted of representatives from the three Colleges, St. Boniface, St. John's and Manitoba, which by the incorporating Act were connected with the University, together with three representatives from Convocation, and two from the Boards of Education as previously indicated. Later on, Wesley College, the Medical College, the Manitoba Agricultural College and the College of Pharmacy, entered the federation pursuant to the provisions of that Act, and submitted themselves to its provisions and to the statutes, by-laws and regulations of the University and became elements and constituents in that University system in consideration of their students receiving a degree from the University on attaining a certain standard of education, and in consideration of the elected representatives from such Colleges becoming part of the Corporation and participating in the management and administration of its affairs. They did not ask for individual degree-conferring powers, which had they asked they undoubtedly would have received, but wisely and unselfishly agreed upon a union in respect of such degrees and examinations leading thereto.

The Council of the University so constituted has the entire control and management of its affairs. In this control and management the State under

the original Charter had no voice or part. It is true the Lieutenant-Governor-in-Council appointed the Chancellor, whose duty it was to preside at the meetings of the Council and at Convocation, and to confer degrees. It is true that the statutes, by-laws, etc., passed by the Council were subject to the approval of the Lieutenant-Governor, its visitor, but the submission of such to the approval of its visitor was more an act of courtesy than of control. It was also provided by the Statute of Incorporation that the Lieutenant-Governor-in-Council might from time to time affiliate Incorporated Colleges with the University, on being satisfied of such Colleges with the being in operation and possessing the requisite buildings and staff of professors and teaching officers to entitle such College to affiliation. This, however, was only for the purpose of adding constituencies to the University.

From 1877 to 1893, the Provincial Government had not nor did it take or ask any part in the management of the University.

In or about 1890, three of the Colleges for the purpose of making more efficient their teaching in Science, arranged that a Professor from each of such Colleges should join in giving inter-Collegiate lectures in Science under the auspices of the University. This continued till 1901. From that date to 1904 they became Lecturers in the University, receiving therefrom \$1,000 each annually, the Colleges paying the balance of the salaries. In the meantime the University not having sufficient funds for paying Professors, the Provincial Government was approached with a view of having it appoint in the University, professors and assistant professors in Modern Languages and Mathematics subsequent to the previous year, and Natural Sciences. The Government offered to appoint and pay professors and assistant professors in those branches, but made a stipulation that in consideration of it doing so it should have on the Council seven representatives, who should hold office for a term of three years, and that the Minister having charge of the Department of Education should be ex-officio a member of that Council. The Government failed, as previously stated, to appoint or pay professors and assistant professors, and in August, 1894, a resolution was passed and a Committee was appointed to wait upon the Local Government in order to ascertain if it was the intention to grant the appropriation for teaching in the branches prescribed by Section 3 of the Act amending the University Act passed in 1893, being 56 Vic. Chap. 35, and if so to what extent; and if such was not the intention of the Government would the Government have the Act repealed. That Committee waited upon the Government and reported as follows:

"The committee appointed to interview the Government as to its intention of establishing the Chairs named in a late enabling Act, and as to its willingness, in the case of its not intending to establish such Chairs, to introduce an Act repealing the said enabling Act, begs to report:

That they had an interview with the Government, all the Ministers being present except the Premier, and that they were informed that the Ministers had not themselves changed their minds and hoped to have proceeded with the establishment of the Chairs; but that, in consequence of the views that seemed to be taken by the Legislature, they saw no immediate or near prospect of any action being taken in that direction, and that in consideration of this condition of things, they were prepared, if the University so desired, to introduce a bill repealing the enabling Act that had been passed."

On the 7th of March, 1895, the following resolution was adopted by the Council:

"Whereas on the passing of 56 Victoria, Chapter 35 of the Statutes of Manitoba, it was on the understanding that the Government would establish teaching in certain subjects in the University.

And whereas on account of scarcity of revenue that has not been done; therefore the Council requests the Government to pass an Act providing that no part of the Act 56 Vic., Chap. 35, shall go into effect, excepting Clause 1 of the said Act, until the Government appoint three professors under the provisions of Clause 3 of the said Act."

Clause 1 of the Act mentioned relates to the selection of representatives from the College of Physicians and the Manitoba Medical College.

Notwithstanding the promise of the Government, and the request thus made, the Act was continued in force by the Government, and in June, 1899, the Government, contrary to the understanding and against the wish of the corporation thus expressed, appointed their representatives, and have continued ever since to appoint them.

In 1900, the Legislature repealed that part of the Act of 1893, which gave the Lieutenant-Governor-in-Council power to appoint professors and lecturers, and remitted that power to the Council of the University, but provided that any appointments and dismissals in those branches just referred to should take effect only on their being approved by the Lieutenant-Governor-in-Council. While this provision was suitable if the Government appointed and paid the professors, it seems to be an invasion upon the powers of the free and self-governing corporation which pays those professors. In the same Act of 1900, provision was made for an advance by the Province to the University, of \$60,000, to be used for the erection and equipment of a building for University purposes, and as one of the conditions for securing such advance and advances for salaries of professors, it was provided that the University should mortgage all the lands granted to the University, and that a Land Board should be established, composed of three members of the University Council and two members of the Executive Council, to have charge of the sale of the lands and the investment of proceeds so long as any money remained unpaid to the Government under such mortgage. And as incidental to the said mortgage, and for the purpose of controlling expenditures, that the Treasurer of the Province might pay annually to the University sums authorized by the Lieutenant-Governor-in-Council to pay salaries, maintenance and apparatus, and that the Governor-in-Council should have the right to approve of the regulations for the care of the grounds, buildings and other property of the University; salaries, duties and hours of the professors; and for the conduct and government of the students attending the classes. As the mortgage is now paid off, these and other statutory provisions relating to it will no doubt in due course be repealed.

The fact that the Government appoints seven persons to be part of the corporation does not change the form of that free, self-governing corporation. We think that University education should be free from direct Government or political control, and that the Lieutenant-Governor-in-Council should not interfere in the making of by-laws or regulations or in the decisions or acts of the controlling body. The only points therefore, on which the Government touches the work of the University corporation are: the approval of the by-laws and regulations by the Lieutenant-Governor, which is formal, the appointment of the Chancellor as presiding officer of the Council and of Convocation, the appointment of seven representatives and the Minister of Education under an agreement with the Council which the Government did not carry out, and the

assent by the Lieutenant-Governor-in-Council to certain acts and regulations above stated as incidental to the loan and which will no doubt be repealed, the loan having been paid off.

#### RECOMMENDATIONS.

We recommend that Sub-section (d) of Section 13 of the University Act of Manitoba R.S.M. Chap. 171 authorizing the appointment by the Government of seven representatives be amended to reduce the number from seven to one, because in the original Act there were two representing Public Provincial Education, which accordingly should continue to be so represented, and will be by the Minister of Education and one to be appointed as suggested, and because any additional representation of the State or the Council should be placed on a logical and reasonable basis, viz., on the proportion it contributes to the establishment and maintenance of colleges for higher education federated in the University. This subject is subsequently considered in this report.

We also recommend the repeal of Section 10 and Sub-section (b) of Section 25. The striking out from Section 27 the words "subject to the approval of the Lieutenant-Governor-in-Council," and the last sentence of Section 28 of the same Act. *Cessante ratiōne legis cessat ipsa lex.*

Although we think it quite outside of our instructions and powers as Commissioners and obiter to treat upon the founding of a University of a new type, or any fundamental change in the character of the existing University as a College confederation and self-governing corporation, we beg shortly to mention three views presented concerning the future University education in the Province:

1. The continuance of the present self-governing corporation as a confederation of Colleges according to the type of its original constitution;
2. The abandonment of the present system and the dissolution of the University corporation and the substitution of an incorporated State institution composed of a Board of Governors appointed by the Lieutenant-Governor-in-Council and maintained by Provincial funds and by the revenues from the assets now owned by the present University corporation, including the land grant, in which institution the Colleges as such would have no voice or part;
3. An intermediate or compromise course which provides that the present corporation should be displaced by an entirely different corporation composed of a Board of Governors appointed by the Lieutenant-Governor-in-Council as successors to all the rights, powers, privileges and property of the present corporation and mainly supported by annual grants from the Provincial Legislature, and which also provides that there should be a Senate in which the affiliated Colleges would have some representatives and which would be competent to make representations in respect of academic matters to the Board of Governors, who would have final authority therein and in all other University affairs.

Some of the reasons given by those who support the first view viz.; the maintenance of the University Corporation, and oppose the other views, were:

That only one University is desirable and necessary in the Province, and the present University is so constituted as to render others unnecessary. That with a little more flexibility in the curriculum, and a little more latitude given to the autonomous Colleges teaching in the higher branches, no such College can reasonably object to affiliation with it or federation in it, if possessed of sufficient teaching staff and accommodation.

That it is free from State control and also from sectarianism.

That by reason of nearly all the denominations being represented in it, it is undenominational, and not under the control of any one religious body.

That any class or denomination which desires to establish a College for higher learning may, having a sufficient staff and buildings therefor, have a voice and part in it, so may the State if it wishes to establish such a College at its own expense and under its own management, as it has done in the case of the Agricultural College, through which it has seven representatives in the corporation.

That by reason of its general character it favorably appeals to all classes of people in the Province, and particularly through its Colleges.

That it induces generous competition among the Colleges, which do much good work for and without expense to the Province.

That the Province is not financially in a position to undertake the work of a State University such as in Minnesota or Wisconsin, which could not be maintained for much less than an annual expenditure of \$500,000, and a capital expenditure of several millions of dollars for grounds and buildings.

That under the present system the Province can supplement the work of the Colleges by establishing Colleges under its own control to teach in any branch of higher education, particularly in the utilities, teaching in which is urgently needed for the benefit of the masses and for the welfare and development of the Province.

That the University, including the Colleges, has justified its existence and continuance by the work it has done directly and through them, and the good results it has produced.

That the three Colleges, St. Boniface, St. John's and Manitoba, connected to the University by charter, and those joining the federation after, were so connected and joined by the statutory agreement that they would become component parts of the University and entitled to elect members of the corporation and thus have a voice in its management and course of study, examinations and degrees.

That in consequence of these they gave up their independence, submitted to standards of education defined by the University, made the University what it is, did the teaching in the higher branches at their own expense and spent large amounts in grounds, buildings and endowments, and in many ways altered their position to accommodate themselves to the system.

That any interference with the organization without the consent of the component parts would be unjust and unprecedented.

That a disbanding of the federation or a deliberate disregard of the basis of union upon which they entered the University confederation, or any material alteration in the constitution of confederation, would be the occasion of the self-respecting Colleges which had done all the practical work of the University in directing and instructing students, claiming the rights of examining and conferring degrees, which on entering confederation they had forgone and of claiming an interest in the land grant given to a University federation, of which they formed part and because they so formed part of it.

That such grant would not have been given to a University other than one composed of all the religious denominations and at their joint request.

That the Land Grant was not intended for the Province is shown by the fact that while by Act the Parliament gave the swamp lands to the Province, it gave the 150,000 acres to the University Corporation, and the patent following provides for a contingent reversion to the Dominion and not to the Province.

That if the Province desires to create a State University, it should not destroy the University in which the independent and self-sustaining Colleges have federated, or attempt to confiscate its property.

That in such case the contentions between Colleges and Universities in Ontario, which were largely settled by the University federation at Toronto, would be repeated in a measure in Manitoba by a dissolution of the Manitoba University federation.

That the change in the form of the Corporation of the University of Toronto forms no precedent or parallel to the proposed alteration or destruction of the Corporation of the University of Manitoba. In the former the Corporation before the change existed largely only in name. The property for the purpose of that University was vested in the Crown, and even the fees were funded and so vested. See Revised Statutes of Ontario, 1877, Chap. 211; 1887, 50 Vic., Chap. 44, and 1897, Chap. 298 and 299.

That if the University is dismembered, and the Colleges or some of them become Universities supported by large sections of the community, such supporters will either oppose grants to a Provincial University, be indifferent toward it, or claim part of the public fund appropriated to higher education in the Province, and the unpleasantness and bitterness of the school question may be repeated in kind in respect of higher education.

#### COLLEGE SYSTEM OF EDUCATION AND COLLEGE FEDERATION.

The carefully considered and instructive report of Wesley College Board also reasons strongly in favor of College education and the system of federated Colleges. See Appendices.

We beg also to call your attention to pages 47 and 48 of the Report of the Royal Commission on the University of Toronto relating to the College system and strongly advocating it; also to pages 97, 98, 105, 109, 110, 111, 174 and 175, treating on the same subject.

After our interviews with the President of the University of Toronto, the heads of its federated Colleges, and the members who composed its Royal Commission, and a careful perusal of the report, three copies of which we forward as part of the Appendices with this report, we are convinced of the soundness of the principles and the correctness of the findings in favor of a University composed of a federation of Colleges, and of inter-collegiate co-operation.

That system was adopted, as we have seen, in Upper Canada in 1853, but many obstacles delayed and diverted its proper development. The report of the Royal Commission in 1906, and the legislation consequent upon it, has greatly contributed to perfect the system, and the University of Toronto is now one of the strongest of all Universities and has a student attendance of 3,901.

During the time the Toronto University federation was in process of development, Manitoba, taking suggestions from it, created in 1877, a more perfect



system of College federation. Referring to this system in the University of Toronto, the Royal Commission reported that:

"The University has thus, by apparent chance, hit upon a system which, if properly and loyally worked, provides a combination of strong personal influence on students with the broad outlook and widened sympathies that come from membership in a great University."

What that University hit upon, our Colleges, with the assistance of Lieutenant-Governor Morris and his Government, deliberately planned and created in 1877.

The investigation of that Royal Commission was concerning a University of a type and having circumstances and conditions resembling our own, and in a way a common early history. It was carefully conducted, and collected much pertinent and light-giving information. We accordingly found much assistance and our labor largely lightened by reason of that information and the very instructive report of that Commission.

#### RECOMMENDATIONS.

After very careful investigation and deliberation we recommend the system and details of internal management for the Toronto University recommended by the Royal Commission, adopted by the Ontario Legislature, and now in operation in that University, in-so-far as the same is consistent with and applicable to the present corporation and its continuance with all powers, rights and endowments it now possesses.

As the University of Manitoba is a free corporation, governing itself by a Council of its members who are elected thereto by its several constituents, and as that corporation has vested rights in property and was so constituted by an agreement between those constituents, the federated Colleges and the incorporating authority, there must necessarily be a difference between the management of the University of Toronto and the management of the University of Manitoba. At the same time we recognize the wisdom of having a Board of men capable in business and interested in education to manage the business and financial affairs of the corporation, and a Board of Studies or Senate, composed largely of professional educationists, to take charge of its academic affairs. In this we recommend an approximation to the method of Government of the Toronto University in so far as the nature of the confederation of the Manitoba University will admit. The manner of and the power appointing these two boards or committees must be in the nature of the case different from those in Toronto.

In respect of other parts of our University to which the Toronto practice and system is inapplicable or with which it would be inconsistent, we will make a specific report and recommendations.

#### GOVERNMENT AND MANAGEMENT.

1. "The present system of government and management of the University of Manitoba, and to suggest some more efficient and less cumbersome system of government and management of the same."

As previously stated, the University of Manitoba is a Corporation composed of ascertained persons or persons to be ascertained from time to time not by the Corporation itself nor by the Legislature which incorporated it, but mainly by constituencies which consented to be joined or federated in it, relinquishing thereby some of their independence. One of the inducements to such consent was that they should have the right of ascertaining and appointing from time to time those persons (persons whom they thought suitable to represent them

in the Federal Corporation) and that such persons when so ascertained and appointed members of the Corporation should have with others appointed under the basis of union, full power of governing the Corporation and its affairs. It is an elementary principle in all such Corporations that the members, either directly or through the persons they appoint, such as agents, directors or committees, should not only have a voice in the government and management of its affairs but the actual government and management of them; also that the constitution of such a Corporation should not be altered to affect detrimentally any constituent of it without the consent of such constituent, unless perhaps when the Corporation is abusing the rights and powers conferred on it to the injury of the public generally. There is no suggestion that the University is making such an abuse of its rights and powers, or that the Lieutenant-Governor-in-Council contemplates any alteration in the character or constitution of the University. The Government no doubt recognizes the fact that any fundamental change in it would be fraught with danger and serious loss. The *Dedimus* rather confirms the Corporation, but expresses a wish for a more efficient system of Government and management of it and its affairs. What then is the system in which improvement is desired? That system is the government and management and supervision of all its affairs in meetings of the Council to which the whole of its members are duly called and in which all may take part. The Council with the Chancellor or Vice-Chancellor, its presiding officers, constitute the Corporation.

By Section 26 and the following sections of the Act, the entire management and superintendence over the affairs, concerns and property of the Corporation is given to the Council.

The Council is at present composed of sixty-seven members, including the Chancellor and the Vice-Chancellor. Of these, twenty-eight are Arts College representatives.

Even though this method is a cumbersome and unwieldy way of carrying on the large amount of important business of the Corporation, we find that the business and affairs of the University of Manitoba have been carefully and economically managed. The meetings of the Council have been as a rule well attended, and when matters of special importance have arisen very largely attended. The members of the Council have been paid nothing for their time and attention in the administration of the University, but have taken a sincere and intelligent interest in it, because they have its well being and success at heart, and are capable and intelligent men.

This Corporation has been successfully accomplishing the purpose of its creation. That it has not made greater progress is not due to lack of careful administration or intelligent management, but to a lack of funds.

The Council assembled is not the best administrative and executive body for the general business and academic affairs of the Corporation, similarly the whole body of the shareholders of a joint stock company is not a proper body to administer in detail the business of the company. This is so generally recognized that the law provides for the management of such a company by directors elected by the shareholders, and by a president and officers appointed by such directors. We think the business of the University Corporation should be managed on some such principle.

To expedite the transaction of its business the Council has been in the habit of appointing standing committees, of which there are five:

1. *The University Land Board*, which takes charge of the management

and sale of lands; the investment and collection of moneys, etc.

2. *The Finance Committee*, which has charge of the appropriations, payment of accounts and salaries, etc.

3. *The Building and Grounds Committee*, and

4. *The Library Committee*, the duties of which are suggested by their names.

5. *The Board of Studies*, which has charge of all matters of an academic character, such as determining the course of studies, standing of students, conducting examinations, arranging lectures, etc.

These committees, with the exception of the first, and their work are subject to the direction and revision of the Council. There always have been in the Council men trained and skilled in business, but all of whom are not well qualified to deal with academic matters, such as courses of study, standards of examination, etc. There also have always been in the Council many educationists well versed in the latter, who are not well qualified in business affairs. This combination is excellent for consultative purposes, but, as our appointment suggests, less efficient than it might be. We think that the financial and business administration of the Corporation should be committed by the Council to a committee of the Council composed of the former class of men, to be called the Board of Management, and that relating to academic matters to the other members of the Council to be called the Senate. By this method the integrity of the Corporation will be preserved and its right to administer its own business and property not interfered with.

In a limited way the simple method suggested has already been adopted by the University to secure efficiency in the management of its land. When the loan from the Manitoba Government was being negotiated in 1900, it was arranged that the land mortgaged should be managed by a Land Board, composed of three members of the Council and two members of the Government. When the loan was paid off, the following clause was enacted:

"The lands granted to the University of Manitoba by the Government of the Dominion of Canada, in pursuance of Section 5 of Chapter 47 of the Revised Statutes of Canada, are to be managed by a Land Board to be appointed by the University Council."

And it also provided that the expenses incidental to the management of such lands are to be paid by the Land Board out of moneys received, and that at the request of the Land Board the University is to execute under its seal conveyances to the respective purchasers of any land or lands sold.

We think this principle of management by the Corporation of its land business through a Board should be extended to all its business and financial affairs.

That the Council should manage the Corporations' business through a committee appointed by it such as the proposed Board of Management, is in conformity with the basis of trust upon which the land grant, its main asset, was given and is now held. The agreement with the Dominion Government provides:

"The management of such lands and the proceeds or incomes arising therefrom shall be under the control of the Council of the University, which may appoint all such committees or persons as may be considered necessary for the purpose thereof, and may pay any such person so appointed, if deemed requisite."

Nor is it inconsistent with the Isbister bequest, which was to the governing body of the University.

It has been suggested that such business and financial affairs should be managed by a Board of Governors, not composed of members of the Council but outside of it, not appointed by the Corporation but by the Government. The reasons against such a course are substantially the same as were assigned against the destruction or fundamental change of the Corporation.

Such a course would be inconsistent with the genius and character of the incorporated federation; would be an interference with the integrity of the Corporation and its inalienable, or what should be its inalienable right of governing itself and managing its own affairs and property, and would lead to political intrusion.

We recall only two cases where the Province paternally interferes in the management of the property of others, viz.: Infants and lunatics. We certainly have no grounds for recommending that the University Council be added as *ojuudem generis*.

The State undoubtedly has the right to manage its own property and direct the application of its funds and dictate the terms of any grant, subsidy or contribution, but the property and moneys of the University do not belong to the Government. It is not for us to formulate a policy for the Government in respect to what it may do for higher education, but we will later on respectfully make some suggestions which will be consistent with the policy of this Province since 1877, and not injurious to the institutions which have been created and established through that policy.

While we are of the opinion that the type, character and principle of the Corporation originally and now constituted should be maintained, *we think a relative reduction of the members forming the Council, the governing body, would not be an alteration in the character of the Corporation or change the principle of its constitution.* Nevertheless we think that such a change should not be made without the consent of the Corporation itself and its constituencies and, for precaution, of the Dominion Government, on the ground previously stated. It has been suggested, and if such consent is obtained we commend it as an alternative for consideration, that there should be a reduction in the number of representatives sent to the Council from its several constituencies as follows: Five representatives from each federated Arts College; five from the College of Agriculture; five from the College of Physicians and Surgeons, of which two shall be selected by the Manitoba Medical College; five from any other federated College, if entitled to equal representation on the Council with the Arts Colleges; seven to be elected by Convocation; the Minister of Education ex-officio, and a person appointed by the Lieutenant-Governor-in-Council, and, with the like consent, the several representatives hereinafter mentioned from affiliated educational bodies to serve on the academic side of the Council not on the Board of Management, and the President to be ex-officio a member of the Council and of all Boards and Committees thereof.

In view, however, of the recommendations we are making, we see no strong reason why the number on the Council should be reduced. More varieties and shades of opinion will be represented on the academic side by the larger number, and this large number, or the number that would be even if a proportionate reduction was made, can act through committees, particularly through such a committee as the Board of Studies.

As it is, for the reasons stated and to avoid question, undesirable to change the form of the Corporation, which by its original constitution is elastic enough to include representatives of incorporated Colleges, which the Lieutenant-Governor may think proper to affiliate, we recommend that the chief executive of the Corporation, the President, be given the right to be present at and take part in all meetings of the Council, Board of Management, Senate and all committees, also Faculty and Caput meetings; and that the representatives of smaller affiliated bodies and others hereinafter recommended should be entitled to sit and take part in Senate meetings and committees thereof. We also recommend that in addition to the Minister of Education, the Lieutenant-Governor-in-Council appoint on the Council another person to also represent the general education of the Province. This will give to such general education the two representatives given by the original Act.

#### RECOMMENDATIONS.

*We recommend that the Council appoint annually from its members a committee to be called a Board of Management.* As far as possible the persons appointed on it should be representative Manitobans of high standing, sincerely and intelligently interested in higher education, possessing good and practical administrative capacity, and well qualified to transact business; willing without salary as a member of such Board to devote much attention to University affairs. That no one should be appointed to it who is a paid professor, or teacher of any federated or affiliated college or institution, or of the University. That one should be elected from among the representatives of each of the following colleges; that is to say, the four Arts Colleges, the Manitoba Agricultural College, the College of Physicians and Surgeons, any other College hereafter federated in the University under the provisions of the Act, which is entitled to as many representatives on the Council as one of the federated Arts Colleges; one from the representatives elected by Convocation; the Minister of Education and the members of the Council appointed by the Lieutenant-Governor-in-Council to represent educational interests in the Province.

If our suggestion meets with approval, we are confident that the respective federated Colleges when appointing their representatives will take the greatest care to have among them at least one representative possessing the qualifications suggested for the members of the Board of Management, and to appoint other representatives who are thoroughly versed and qualified in academic affairs and administration with a view to efficiency in the University Senate. The federated Colleges should be at liberty to suggest to the Council the persons whom they consider best qualified from among their representatives to serve on the Board of Management.

#### POWERS AND DUTIES OF THE BOARD.

The Board of Management should have authority:

1. To appoint its Chairman and to make rules and regulations pertaining to the meetings of the Board and its transactions, for fixing the quorum of the board, and for the appointment of such committees as it may deem necessary.
2. To appoint and dismiss the President, Professors, Teachers, Lecturers and Instructors of and in the University, and all other officers and employees the Board may deem necessary for the purposes of the University, and to fix their tenure of office and employment, their duties and salaries.

3. Subject to the limitations imposed by any trust as to the same, to invest all such moneys as shall not be required to be expended for any purpose to which it lawfully may be applied in such manner as to the Board may seem meet.

4. To purchase and acquire all such property as the Board may deem necessary for the purposes of the University.

5. To acquire, hold, maintain and keep in proper order and condition such real property as the Board may deem necessary for the use of the University or its students, and to erect and maintain such buildings and structures thereon as it may deem necessary.

6. To make regulations and provide such means for the physical examination, instruction and training of the students of the University as to the Board may seem meet.

7. To lay out and expend such sums as the Board may deem necessary for the support and maintenance of the University and for the betterment of existing buildings, and the erection of such new buildings as the Board may deem necessary for the use or purposes of the University, and for the furnishing and equipment of such existing and newly erected buildings.

8. To fix and determine the fees to be paid for instruction, and for the use of the Library, Laboratory and Gymnasium, for examinations, for degrees and certificates.

9. To make provision for enabling students of the University and the federated Colleges to appoint a representative committee of themselves to be chosen in such manner as shall be approved by the Board, and which shall be the recognized medium of communication on behalf of the students between them, the Senate and the Board, and which shall have the right to make communications through the President of the University to the Board and the Senate upon any subject in which they may be interested. But this shall not take away any such or other right from any individual student, or impair or affect the right of control which any federated college possesses over any students.

10. To provide for the establishment of exhibitions, scholarships and prizes, and for the establishment of any faculty, department, chair and course of instruction in the University in those subjects recommended by this report to be taught in the University; subject, however, to the provisions of the University Act concerning additional teaching in the University; and to have supervisory power and final authority in respect of paragraphs numbered 3, 4, 5, 6, 13, 14 and 16 of the powers and authorities given to the Senate.

11. And generally to have superintendence and charge over and management and control of all business affairs, concerns, land, property, and funds of the University and its revenues and expenditures, and all the powers mentioned in Section 7 of the University Act as amended, not only in respect of its land grant and proceeds, but in respect of any property.

12. To consider applications for admission into federation or affiliation from Colleges and other educational institutions, and to enquire into the standards and requirements for their entrance or continuance in federation or affiliation, proper representation and the like, and to consider the

propriety of withdrawing the privilege of federation or affiliation from inefficient colleges and educational institutions, and to report and make recommendations thereon to the Government.

THE SENATE.

The Chancellor, Vice-Chancellor and the Chairman of the Board of Management, and the remaining members of the Council should form the Senate which should have control and charge of Academic matters and the power and authority:

1. To appoint its chairman; to provide for the regulation and conduct of its proceedings, including the determining of the quorum necessary for the transaction of business.
2. To provide for the granting of and to grant degrees, including honorary degrees and certificates of proficiency, except in Theology, and the requirements of various degrees;
3. To provide for the cancellation, recall and suspension of the degree, whether heretofore or hereafter granted or conferred, of any graduate of the University who has heretofore been or shall hereafter be convicted in the Province of Manitoba or elsewhere of an offence which, if committed in Canada, would be an indictable offence, or who has been or shall hereafter be guilty of any infamous or disgraceful conduct or of conduct unbecoming a graduate of the University; for erasing the name of such graduate from the roll or register of graduates and for requiring the surrender for cancellation of the diploma, certificate or other instrument, evidencing the right of such graduate to the degree of which he shall have been deprived under the authority of any such statute; and for providing the mode of inquiring into and determining as to the guilt of such graduate, and the procedure generally in respect of any of the said matters.
4. To recommend, and if the Board authorizes, provide for the establishment of exhibitions, scholarships and prizes;
5. To recommend to the Board, and if it authorizes them, to provide for the establishment of any faculty, department, chair and course of instruction in the University in those subjects recommended by this report to be taught in the University, subject, however, to the provisions of the University Act concerning any additional teaching in the University;
6. To consider and to determine on the reports of respective Faculty Councils as to the course of studies in all such faculties;
7. To arrange and periodically revise the curriculum of studies; to fix the routine duties of professors, teachers and students, to determine the methods and limits of instruction; to nominate examiners;
8. To consider and determine on the like report as to the appointment of examiners, and the conduct and results of the examinations in all the faculties;
9. To hear and determine appeals from decisions of the Faculty Councils upon applications and memorials by students and others, if such Faculty Councils are established;
10. To consider all such matters as shall be reported to it by the Council of any Faculty and to communicate its opinion or action thereon to the Council;

11. To arrange for and regulate inter-collegiate lectures;
12. To care for the physical training and physical and moral well-being of all students of the University; to make any arrangements regarding a system of credits or a course of studies by which the examinations in the High Schools, Collegiate Institutes or other educational institutions may be received *pro tanto*, either for matriculation, or for any portion of the University course above matriculation;
13. To provide for the preparation and publication of the calendars, which shall include those of federated Colleges, or such of them as may desire that their calendars shall be inserted therein;
14. To make rules and regulations for the management and conduct of the Library, and to prescribe the duties of the Librarian;
15. To make recommendations to the Board concerning the affiliation with the University of any College established in Canada for the promotion of Art or Science, or for instruction in Law, Medicine, Engineering, Agriculture, or any other useful branch of learning, and the number of representatives therefrom to sit and act with the Senate, and for the dissolution of such affiliation or of any existing affiliation, or the modification or alteration of the terms thereof;
16. To recommend to the Board increases of staff and additional departments, equipment, faculties, lectureships, chairs and course of instruction, subject, however, to the limitations in the Act contained;
17. To make such recommendations to the Board as may be deemed proper for promoting the interests of the University, or for carrying out the objects and provisions of this Act;
18. A certified copy of every Statute or other enactment of the Senate providing for any matter or things mentioned in paragraphs numbered 3, 4, 5, 6, 13, 14 and 16, shall within ten days after the passing thereof be transferred to the Board, and no such Statute or enactment shall have force and effect until it has been approved by the Board;

The Senate will necessarily be large, and its attendance will fluctuate; much of its work will no doubt be delegated to committees, and particularly to such a committee as the Board of Studies. Experience has shown that the Board of Studies appointed, constituted and carrying on its work has for many years been of the greatest benefit to the University; and we recommend that the work it has been doing be still done by such Board constituted in the same way, but reporting to and as a committee of the Senate.

We beg to direct your attention to the report of the Toronto University Commission concerning the Senate, pages 23 and 24.

#### THE COUNCIL.

The Council should have and possess power to make rules and regulations pertaining to its own business and to appoint the Vice-Chancellor and representatives to other College Boards in pursuance of any Act, and should have the additional power of appointing annually the Board of Management subject to the conditions hereinbefore mentioned, but not to revise the action of such Board when appointed and acting within the power conferred. But we recommend it should possess supervisory jurisdiction and power over Academic matters, the general management of which is left with the Senate. It should also



have the right to recommend for the consideration of the Board of Governors, and also to the Senate, any matters that the Council may think in the interests of the University.

That the academic section and the business section of the University may work in harmony, it is desirable that the whole Council should meet at least twice in the year. The Chancellor, or the Vice-Chancellor, as the case may be, should preside at such meetings as now provided by the University Act.

#### FACULTY COUNCILS AND CAPUT.

We recommend the adoption of the system of Faculty Councils and Caput of the University of Toronto, reported upon on pages 27, 28 and 29, in the report of the Royal Commission on that University, adjusted, however, to the differences between the system of government of that University and the one we are now recommending for the University of Manitoba.

#### PRESIDENT.

We also recommend the appointment of a President of the University to be its chief executive officer, and having the right to be present at and take part in all meetings of the Council, Board of Management, Senate, and all committees, and in Caput and Faculty meetings. We beg to call your attention to pages 25 and 26 of the report above mentioned concerning the office of the President.

#### COLLEGES.

"(3) Concerning the relations between the said University and the several affiliated Colleges, and other Provincial educational institutions, and what, if any, changes are necessary or advisable to accomplish a closer and more efficient relationship between the said affiliated colleges and educational institutions."

There are two subjects for consideration submitted to us under this clause of the Commission: (a) The relation between the University and the affiliated Colleges and other Provincial educational institutions, and (b) What will accomplish a *closer*, and at the same time more efficient relationship between them. It will be noticed that the appointing power is wishing light and recommendation on what the relations are and how they can be made closer and more efficient. Not what those relations are and how they can be torn asunder and weakened.

There are affiliated with and federated in the University of Manitoba the following colleges: Four Arts Colleges, namely, St. Boniface, St. John's, Manitoba, Wesley, the College of Physicians and Surgeons, including Manitoba Medical College, the College of Pharmacy, and Manitoba Agricultural College.

At the time these colleges were respectively founded the State was not providing instruction in those subjects taught in such colleges. It had not the means to do so. It directed its attention, so far as its finances would admit, to the development and support of a common school system of education to provide for the children of the Province generally, teaching in the elementary subjects and lower branches, utilizing the revenue of the Province applicable thereto for the general education of the masses rather than for the higher education of a few. The Province therefore encouraged Arts and other colleges. It incorporated them. It induced them to join in one curriculum, and to confer in common the same degrees, and to unite in a University federation for that purpose which it thereupon incorporated. That federal body was not intended at the inception to do any teaching. Its constituent colleges then had to provide the necessary

instruction for the students, and when the suggestion was first made by the Arts Colleges that the University should do teaching in Science, it was, as we understand it, that such teaching should be merely complimentary to the teaching the Colleges did, and not in substitution for such teaching or covering the same subjects.

The members of the Provincial Ministry, whose policy created such a University, with great astuteness by this means avoided the rancor, bitter agitation and consequent educational weakness which took place respecting denominational Universities and Colleges in Upper Canada and Ontario at a similar stage in the history of that province.

The strength of the University of Manitoba is that it unites in it the Colleges. Should these Colleges cease, there would be no teaching in the higher branches except in the subjects now taught in the University; no complete instruction to qualify for University degrees, except perhaps that given at Brandon College recently founded, and which is not at present federated in the University. Should these Colleges be vested with the power of conferring degrees, and cease to be part of the present University, and should they continue to be supported as they are now by a large majority of people of the denominations to which they belong, it is obvious that a strong State University would be practically an impossibility.

The following table respecting the Colleges will be of interest:—

	St. Boniface College.	St. John's College.	Manitoba College.	Wesley College.	Manitoba Medical College.	Manitoba Agricultural College
1. Date of founding ...	1818	1866	1871	1888	1883	1903
2. Date of Incorporating Act .....	May 3, 1871	1871	1875			
3. Value of property ..	\$300,000.00	\$120,000.00	\$280,000.00	\$350,000 to	\$75,000 to	\$600,000.00
And Endowments...	\$200,000.00	\$203,000.00	\$150,000.00	\$400,000	\$100,000	
4. Approximate annual expenditure for maintenance of College, and teaching the subjects leading to degrees .....				\$116,000		
5. Number of Graduates	\$ 50,000.00	\$ 19,970.00	\$ 35,000.00	\$35,000	\$11,283.21	\$61,000.00
6. Number of Graduates in 1908-9 .....	57	166	425	257	429	...
7. Number of Students taking lectures in University courses .....	9	5	35	15	...	...
8. Number of Professors and Lecturers .....	43	100	129	325 (one-half being undergraduates in Arts)	107	185
9. Date of affiliation in and federation with the University .....	14	11	12	12	37	16
	1877	1877	1877	1888	.....	May, 1908

The Arts Colleges, St. Boniface College, St. John's College and Manitoba College were the first components of the University, and in 1888, Wesley was added. In the appendices are statistics from each of the Colleges. The total value of the property and endowments of the Colleges in connection with their teaching is \$1,719,000. The average to each, that is one-fourth, is \$429,750. The total annual expenditure for maintenance and teaching, is \$139,970. The average to each, or one-fourth, is \$34,992.50. If interest is charged on the average value of said property and endowments at say five per cent. it would amount to \$21,487.50, which added to the average annual expenditure of each would bring it to \$54,680.

We have taken the Arts Colleges as the unit because they were first affiliated.

#### SUGGESTIONS AND RECOMMENDATIONS.

We suggest that in fixing the standards or requirements entitling a college to enter or continue in federation with the University and full representation in the Council, the above capital cost and annual expenditure, or the total annual cost, including interest or capital invested, should be considered as one factor.

We also think the Government should fix without delay not only a standard of sufficiency in building accommodation and equipment, but a standard of sufficiency for staff of professors and teaching officers. See Sec. 44.

As far as possible all constituent Colleges having equal representation in the Council should make something of equal contribution toward higher education; in any event come up to a fixed minimum.

#### STANDARD OF ARTS COLLEGES.

We are also of the opinion that to entitle an Arts College to membership in the confederation it should have a staff of professors and teaching officers and the necessary buildings to efficiently teach at least the following subjects, or their equivalent options in the University curriculum:—Greek, Latin, English, French, German, Ancient History, Philosophy, Psychology, Ethics, Logic and Mathematics at all events in the junior years. No College doing less could reasonably claim a right to be called an Arts College. The standard to entitle to federation should be similarly fixed in other branches: Agriculture, Engineering and Mechanical Arts, Domestic Science, Medicine, Law, etc.

We think in fixing standards for federation no distinction should be made on account of the foundation of any such College, whether out of private or denominational or State funds.

It will be observed that though the Statute speaks of colleges being affiliated with the University, they are really federated in it through their representatives who become members of the University Corporation and participate in the government of the corporation. In the report of the Royal Commission of the University of Toronto, and in the Act following it (vide e.g., Sec. 7) a distinction is made between federated colleges and affiliated colleges. The term "federated college," we think, should be applied to those colleges which having satisfied the Lieutenant-Governor-in-Council of the sufficiency of its buildings, accommodation and equipment and the sufficiency of its teaching staff to meet the required standard, it becomes by Order-in-Council a constituent in the University and entitled to the maximum representation in the Council.

All other colleges not coming up to the standard required for federation in the University and full representation in the Council should, on satisfying the Lieutenant-Governor-in-Council that it has the requisites therefor, be *affiliated*

and entitled to some representatives to sit and act with the Senate, in no case exceeding three each.

We take the fact to be that the federated colleges are parts of the University, and suggest that the term "College" should be applied to that part of the University which offers instruction according to University curriculum leading to a degree in Arts, Letters or Sciences, Medicine, Law, Agriculture, Engineering and Mechanical Art, and Household Science, etc.

There is a serious defect in the University Act in that it does not require as a condition of the continuance of a college in the University confederation, that it should continue to be possessed of the requisite buildings and staff of professors and teaching officers to give a high standard of education in a minimum or given number of subjects, and maintain its efficiency as an institution of higher learning. It is obvious that if a federated college becomes weak and inefficient, and does not maintain a sufficient staff of professors and teaching officers in the higher branches of education, such college will tend to lower the standard of University education and to inefficiency in the federation. Upon such a condition of affairs arising with any college it should thereupon, as the circumstances may justify, either cease to be a member of the University confederation or become simply affiliated as later on suggested, and its representation accordingly reduced. And we recommend that the University Act should be amended accordingly.

It is, we believe, the duty of the State to see that an opportunity is afforded to all its citizens of becoming thoroughly educated, and at a reasonable cost. It should encourage the establishment and continuance in Manitoba of institutions which provide those facilities and do the teaching. All such contributions if given, as they have been, freely and without limitations, are a benefit to the State.

Should it hereafter appear that from any cause the instruction given in the subjects required as a standard of federation to the Arts Colleges, be in the judgment of the Lieutenant-Governor-in-Council inadequate, and should it seem accordingly desirable in the judgment of the Lieutenant-Governor-in-Council, that provision should be made for additional or better instruction in such subjects, we recommend that such provision should be made in and through a special Arts College, and so soon as such Arts College reaches the standard and requirements for other federated Arts Colleges in expenditure, teaching staff and subjects to be taught (viz., Greek, Latin, History, English, French, German, Ancient History, History of Philosophy, Psychology, Logic, Metaphysics and Ethics) it should be federated in the University and entitled to the same representation as they are in the Council and its committees. The same principle might be applied to any other non-State Colleges in the University. In recommending this we are following the system in Toronto, of the University College, which has for years worked so satisfactorily (See Report of Toronto Royal Commission).

We think the assignment of subjects to the University of Manitoba should be somewhat less artificial than in Toronto. (See page 29 of the Report of the Toronto Commission, and Section 127 of the Ontario Act.) Philosophy was assigned to the University, we believe, because the late Dr. George Paxton Young was the esteemed and enthusiastic professor of it in the University at the time of federation.

We recommend that the Manitoba University confine its instruction in the Arts subjects to the following:—Higher Mathematics, Physics, Astronomy, Geology. Mineralogy, Chemistry Biology, Physiology, History, Ethnology,

Comparative Philology, Italian, Spanish, Political Science, including Political Economy, Jurisprudence and Constitutional History.

We are aware that already English is being taught in the University. This should be excepted for the time being, but when the State undertakes the teaching of Arts and establishes a college for that purpose, English should be transferred to it.

We are also of the opinion that any Arts student, a citizen of Manitoba, of good moral character, and willing to comply with college rules, should be permitted to become a student in any federated Arts College up to its capacity as sanctioned by the Lieutenant-Governor-in-Council, without any religious test or requirements, and on the payment of such fees and subject to such reasonable regulations as the Lieutenant-Governor-in-Council may require.

If these suggestions are acquiesced in by any federated Arts College, we also think that the professors and lecturers of such college, and of all federated colleges fulfilling the requirements of a federated college and giving such acquiescence should be held to be a professor or lecturer within the University.

There should be no limitation on the amount of teaching or the number of subjects taught in any college beyond the imperative minimum necessary to entitle such college to a continuance in the University confederation.

For the purpose of a better understanding between the managements of the Colleges and the University, we suggest that the respective federated colleges, being colleges within the University, should annually send to the Board of Management of the University a statement of the work done in Arts during the year, particulars of the teaching staff, number of students in the several years, and of its buildings, equipment, etc., and that the Board of Management of the University should have the privilege of visiting the College while in session and of seeing the work it is doing.

It appears there has long existed between some of the federated colleges a system of inter-collegiate lectures, under which students of one attend the lectures of the other, credit being given for such attendance. We think the system should be encouraged and extended, and that professors and lecturers in any college might lecture in any other. There is no statutory provision authorizing any such inter-collegiate or interchange of lectures, and we think that the principle adopted in the Toronto University should be followed here, and that the Act should be changed accordingly. (See Toronto Commission Report, page 48.)

We recommend that the Manitoba College of Pharmacy, the Dental Association of Manitoba and St. Mary's Academy, and the Law Society, if it so desires, should become affiliated with but not federated in the University, and entitled to two representatives each to sit and act with the Senate.

We also recommend that the Teaching Faculty in the University have three representatives to sit and act with the Senate.

The original and present Act provides for the affiliation of a Normal School for the training of teachers on such terms as the University Council may deem expedient.

We suggest the propriety of enlarging and improving the course for the training of teachers, and then affiliating such training school with the University and giving it one representative to sit and act with the Senate. We also suggest for your consideration when Provincial finances permit, and as an inter-

mediate step to the founding of separate colleges in Law, etc., that the Normal School be made part of a professional College, in which also some Chairs or Lectureships in Law, Pharmacy and Dentistry might be provided. This would materially assist the society and those colleges in giving the needed instruction in their respective subjects. When such College is so established and comes up to the requirements of a federated college in expenditure, accommodation and teaching staff it should be federated in the University and given full representation on the Council and on its Board of Management and Senate.

We also recommend that in the constitution of any new Advisory Boards of any college that may hereafter be established by the Province, such as Engineering, Household Science or Arts College, the University Council be given the right to appoint two representatives thereon as in the case of the Agricultural College.

#### BRANDON COLLEGE.

We have perused with much interest the carefully considered statement of Principal McDiarmid, respecting the Brandon College and its desire to have degree-conferring powers. It is, we think, a mistake to suppose Manitoba needs many universities. The reverse is true. One University is sufficient, but it should be strong and should combine in itself all institutions in the Province giving instruction in the higher branches of education. There is great benefit from generous rivalry and competition among colleges having the same or similar standards set before them, and rewards for highest attainment. On the other hand, there is great danger in having in our small Province several rival universities, each of which can fix its standards and course of study in any way it pleases. The tendency will be to make the courses light and standards low, and attract students desirous of the distinction of degrees most easily obtained, thereby securing more and larger fees to keep the institution going; to cheapen degrees; to dissipate funds; to isolate teachers; and to keep students away from proper fields by attempts to establish post-graduate courses with very inadequate means.

#### TAXATION OF FEDERATED COLLEGES.

If the suggestions we have made in respect of federated colleges are submitted to by them, we recommend that the buildings and grounds (up to ten acres) used exclusively for the purposes of every such federated college be made exempt from taxation.

#### TEACHING.

(4) "The nature, scope and method of teaching in vogue in the said University, and what, if any, changes with regard thereto, are either necessary or in the best interests and welfare of the University and the cause of education."

We submit for your consideration some extracts from a statement received from the Faculty of Science of the University:—

"Unless its income can be adequately and immediately augmented, we believe that the University should develop its teaching along such lines as will render *really efficient* the present courses of study in pure science. To this end it is obviously a first necessity to abolish the present highly unsatisfactory system of double chairs. It is not now possible for one person to be master of two sciences and teach them efficiently. Moreover, there can be no question that the students themselves must suffer from the present arrangement. We therefore urge in the strongest possible terms



the establishment in the immediate future of two new chairs, one of Zoology and the other of Geology (including Mineralogy). We also think that the subject of Anatomy should be placed on an equal footing with the other sciences. These additions to the teaching staff would abolish the present very unsatisfactory system of double chairs, and would place the teaching of Science, so far as the foundation of new chairs is concerned, on a satisfactory basis for some time to come.

"It is now universally admitted that even students of elementary science should have the opportunity of working in the laboratory. But it is quite out of the question for us to attempt laboratory teaching for all classes of students without greatly increased laboratory accommodation and an adequate staff of demonstrators.

"We are unanimous in believing that original research should form a part of the work of every University Professor, and that due encouragement should be given to all who are willing and able by this means to help towards the advancement of knowledge.

"It appears to us that the present curricula of the University should be materially altered, especially in regard to the study of Science, so as to enable students to specialize in groups of two or three subjects.

"EQUIPMENT.—Owing to the limited funds at the disposal of the University the progress towards a proper equipment for Science teaching has been very slow. A large sum ought to be expended for this purpose if the University of Manitoba is to carry on the work proper to a modern University.

"TEACHING ASSISTANCE.—It is a physical impossibility to conduct large practical classes properly without adequate teaching assistance.

"We are convinced that it is an injustice to the students to invite them to attend classes in an institution not provided with a proper staff and adequate machinery for instruction.

"Such practical classes as are at present held are handled with a maximum of difficulty, while other classes, which in the best interests of the students ought to be held, have to be dispensed with.

"SALARIES.—.....We trust that the Commission will take into due consideration the question of the adequacy of the salaries at present given to the University staff, especially in view of the high cost of living in Winnipeg."

We beg to say in respect of the statement, that it is very apparent to us that there is no immediate prospect for augmenting materially the present income of the University.

That the University should teach efficiently whatever subjects it undertakes to teach.

That ample laboratory accommodation and equipment should be provided for the students.

That the necessary teachers and demonstrators should be employed and that some alterations should be made in the curricula. These, however, are matters for the University authorities to deal with.



We think there should be a revision of the salaries of the teaching staff of the University. Some of them might well be increased. We quite agree in the view expressed in the report of the Toronto Commission, in respect of the remuneration of professors, etc., (page 52) which is in effect that the system of automatic increases, according to the number of years of service, and a uniform rate regardless of the relative importance of the positions to be filled, and ignoring the special qualifications required, is antiquated and objectionable. That where vacancies occur in some of the other principal Universities, the authorities look over the whole field, abroad and at home, and have power to offer such salaries as will attract the right men. That the scale of remuneration should be based first, upon the principle of recognizing the relative importance of the various professorships, and secondly, that increases should depend upon merit and particularly upon the capacity for productive work which is exhibited.

Appended to the statement of the Faculty of Science is an estimate (see appendices) of say from \$42,000 to \$45,000, as the annual cost for a period of five years for the departments of Mathematics, Physics, Chemistry, Botany, Physiology (including Histology) Pathology and Bacteriology, Zoology, Geology and Mineralogy. We consider the estimate insufficient.

The University of Toronto may well be regarded as an efficient and successful University, the finances of which are carefully administered. We therefore beg to call your attention to the Annual Report of the Board of Governors of that University for the year ending 30th of June, 1908, giving the cost for that year of teaching subjects now taught in the University of Manitoba, and also of other subjects the teaching of which we recommend so soon as the finances of the University will admit, as follows:—

	Salaries.	Maintenance, Supplies, Etc.
Mathematics . . . . .	\$15,700.00	\$ 382.01
Physics . . . . .	15,135.34	12,427.80
Geology and Mineralogy . . . . .	13,505.00	5,559.64
Chemistry . . . . .	15,175.00	4,899.73
Biology, including Zoology, Histology and Botany . . . . .	18,180.00	9,874.14
Physiology . . . . .	6,386.66	2,420.12
History and Ethnology . . . . .	7,100.00	48.75
Political Science . . . . .	9,400.00	75.17
English in University College . . . . .	10,100.00	.....
Making a total of . . . . .	\$110,682.00	\$35,687.36
Adding to this the subjects of Pathology and Bacteriology now taught by the Uni- versity of Manitoba, and by the Faculty of Medicine in Toronto, as follows: . . . . .	5,750.00	1,706.87
Gives a grand total of . . . . .	\$116,432.00	\$37,394.23

This amount may not be required immediately in the Manitoba University, but after a few years a less expenditure cannot be expected for teaching properly these subjects. The cost of the requisite equipment, supplies, and of maintenance and living is higher in Winnipeg than in Toronto.

We also recommend that the University proceed as soon as funds will allow to teach the following:—

	Salaries.	Maintenance, Supplies, Etc.
Jurisprudence, Constitutional Law and Constitutional History .....		
Italian and Spanish—Cost last year in Toronto University was .....	\$7,300.00	\$49.79

When the University has properly provided for the teaching of the foregoing subjects we recommend, if the funds permit, the establishment of some chairs in Law, as hitherto the University has given no assistance to that vocation as it has to Medicine and Engineering; and, also, when the time is ripe therefor, to consider the propriety of establishing full Faculties in Medicine and in Law.

We beg also to bring to your attention the comments of the teaching staff of the Normal School (see appendices) upon paragraphs 3 (closer relations); 4 (teaching); and 6 (general matters) of the instructions to your Commissioners. It merits careful consideration by the University Council, although we do not agree with it in several particulars.

#### ENGINEERING AND MECHANIC ARTS.

There was recently established in the University a Faculty of Engineering, in which there are now a professor of Civil Engineering, a professor of Electrical Engineering and a Lecturer, endeavoring to compass all the teaching required. These gentlemen have shown excellent capacity and undaunted zeal in their work, but the staff is manifestly inadequate, and there are not funds available to suitably enlarge it or to construct and maintain the buildings required for it.

We do not doubt the propriety of having instruction of this nature started in Manitoba, but we do doubt the wisdom of the University undertaking to teach the usual subjects of such a department unless it can teach them adequately and efficiently.

In the Wisconsin and Minnesota Universities there are excellent Colleges of Engineering and Mechanic Arts, the courses in which might be well followed in Manitoba.

We believe what ever the University of Manitoba undertakes to do, it should do it well and efficiently. We are convinced if it does thoroughly the teaching of those subjects, which we have suggested should be assigned to it in the same way as the University of Toronto does in respect of the same subjects assigned, the revenue from its Land Endowment, which is the only source of revenue it possesses for that purpose, even with good fees from students, will not be found more than sufficient. We cannot quite comprehend, when this is the case, why there should be such anxiety on the part of those friends of the University who are not interested in the work or continuance of the work of the Arts Colleges, to have the University teach those subjects now taught by the Arts Colleges when the University is not teaching those other Art, Literature and Science subjects equally important and not at present taught by the Arts Colleges, and which will not be taught at all unless taught by a University Faculty.

But it is urged that the State should supply the funds and establish a University or manage and control it, and apply such funds through a University so established or so controlled to the teaching of the same subjects as the Arts Colleges are now teaching, and to giving instruction in all the higher branches

of education. When the State feels obliged to teach the same subjects, there is the other way we have suggested, and which was adopted in Toronto, by which it can do so without destroying or even checking other beneficent institutions which have done so much toward the higher education of the citizens of Manitoba, and which will do more unless their development while still young is arrested. It is with beneficent young educational institutions as it is with beneficent young animal life, arrested development is irreparable loss.

Along what lines of higher education is Manitoba weakest and her citizens least provided for? *Not in Arts and Science.*

For more than thirty years St. John's College, St. Boniface College, Manitoba College, and since 1888 Wesley College, have been doing good Arts work; not perhaps the best, for their resources were limited, but constantly improving work. Their improvement means added strength to the University in which they are federated. The University out of its endowment can, and we think should, supplement the work of the Colleges by teaching those subjects of Art, Science and Literature, which the Arts Colleges are not teaching. We cannot too highly commend the benefit to the State of having citizens trained in these subjects, for they are the studies which make the mind of the citizen best fitted in every direction, which give him an equipment that will help him to win his way in a world of complicated problems best solved by an intelligence that is trained, well balanced and alert, and prepared for even uncalculated emergencies. The value of a man's work is determined more by quality than quantity, and quality is the correlate of careful and not hurried preparation. Such preparation, the creation of "all-roundedness," of mental keenness and vigor, a properly equipped and directed Arts institution, call it University or College as you will, is intended to give and does give to an earnest student. While we believe in such a course for all who can afford to take it, yet there are comparatively few in this young and developing country who can spare the time and money to do so. Accordingly the State should carefully consider if there may not be education along other lines which will at least tend to the same results and at the same time not seriously interrupt, but render more efficient, that labor necessarily being put forth by the masses in Western Canada, to establish comfortable homes. When these are so established, greater opportunity will be afforded for a more liberal education and greater culture to the coming generations. Undoubtedly the greater body of education lies and must ever lie outside of higher Arts courses. It is connected with the utilities and vocations. It is largely at present acquired by experience or apprenticeship. In Western Canada a man learns to be a mechanic, a mason, a carpenter and the like, or for that matter a lawyer, by experience, severe and wasteful experience very often, and by what books in his line he may read without an instructor. Higher and special instruction given in the productive, commercial and domestic activities would directly aid the toilers in them, and at the same time tend toward the development of mental keenness and intellectual broadness and grasp. Without such higher and special instruction Canada will never take its place among the nations of the world as an industrial and commercial leader. The impulse given to the German people, for instance, by a thorough system of industrial education, scientific and methodical, has put that country well to the fore and made it ambitious to secure the markets of the world. While huge arguments are being forged as to whether intellectual breadth must be grown from Latin or Greek roots, or higher English should be taught in College or University, higher education in the utilities and vocations is being neglected. Some steps have been taken in the right direction, and an Agricultural College has been established, governed by its own Board, and federated in the University and made a constituent part

of it. It is proving a boon to Manitoba and is prospering. The State we also understand has already taken steps to establish a Domestic Science institution, which we hope will also be connected with the University.

Why should the State not adopt the same course for the mechanical and constructive industries? There is a longing for it in Manitoba, but its smothered call is still unheeded. The late G. A. Mitchell understood the need, and in his will made a contingent bequest:

"For the purpose of equipping, maintaining and providing in the said city of Winnipeg, a course of instruction and lectures in technology, for the free education of young artisans and mechanics in technical knowledge appertaining to their work, such instruction and lectures to be given at night, so that young men actually working at a trade, or as apprentices, may be able to avail themselves thereof, and to be under the direction and control as to details and methods of instruction and the like, of the governing body of the said University of Manitoba; it being my purpose and desire to provide a means of free education to struggling young artisans and mechanics whereby they may be enabled to acquire a more thorough and a higher technical knowledge of their respective trades than can be acquired by practical work alone."

The same desire is shown by the establishment of the Railway Engineering Educational Club, which has opened a class room in Winnipeg, and employed an instructor.

The majority of the University Faculty of Science are also conscious of the growing requirement for such higher technical training, which cannot be acquired by practical work alone, and made to your Commissioners the following statement:—

"There is little doubt that in the course of a comparatively short time there will be established in the Province of Manitoba a Technical College.

"The Faculty realize fully the very great value and importance of such an institution. Should a Technical College be established in the near future, however, it is probable that much of the support which the Provincial University has a right to expect would be diverted to maintain a college which would in some respects develop into a rival institution.

"The Faculty therefor suggest that the Commission take into consideration the advisability of the University undertaking the organization of evening classes etc."

The minority of the same Faculty also stated to your Commissioners (see appendices):—

"It is clear to us that the greater part of the proposed teaching would be of a strictly elementary character and would have as its object the increase of the wage-earning capacity of the mechanics' class. Although we consider that such technical instruction is most desirable in the best interests of the people and should be provided for as soon as possible, we are strongly of the opinion that it does not fall within the sphere of University work. We believe that the University should devote its energies to the highest kind of teaching and investigation.

(2) "If the proposed technical instruction were to be undertaken in the University a considerable demand would be made upon the energies of the heads of departments, with the result that little or no time would be left

for investigation and research. We feel that it is only by such work that the University of Manitoba can hope to achieve other than a local reputation and take a worthy place among the Universities of the Continent.

(6) "We are of the opinion that the proper machinery for doing the kind of work under consideration is a Municipal Technical School with a special building and a special staff. Upon the Council of such a school we should hope to see the University adequately represented."

Your Government has already expressed its view concerning such education. In a letter written by the Honorable Premier to the Registrar of the University, dated the 6th of February, 1907, the statement appears:—

"The Government has, however, increased the grant to the University from \$6,000 to \$15,000, and strongly recommends that the increased grants for additional chairs should be used for civil and electrical engineering in as far as such additional sums may go."

We beg also to call your attention to pages 165 to 170 of the Report of the Commissioners on the Toronto University.

What we have said in respect of higher instruction in the productive industries applies also to education and training in the higher branches of Commerce, including the process of distribution and exchange. We consider that those who are well educated and experienced in their respective callings are the best qualified to advise in respect of the education and training to be given students in those callings.

This is recognized already by the Government in making the farmers the advisers in agricultural education. The lawyers also have charge of legal training, similarly physicians, chemists, dentists, etc., in respect of their vocations.

We think the views of the members of the Science Faculty in the University will be reconciled if our recommendation in respect of the teaching of Engineering and Mechanic Arts is accepted.

We recommend accordingly that the Government give immediate attention to the establishment of a College of Engineering and the Mechanic Arts, with a Board of Advisers selected from among educated and practical men of those callings, and two from the University Council, as in the College of Agriculture, and cause the same to be federated in the University.

We further recommend that the site selected for the buildings required in connection with the College of Engineering and the Mechanic Arts be on the same grounds as the University buildings, so that its students may attend the lectures given in the University in Physics and other subjects on the Engineering and Mechanic courses.

#### UNIVERSITY EXTENSION WORK.

In this connection we also recommend that the University, including its federated colleges, should give its aid to those who, finding it impossible to attend lectures in the University, are carrying on their own education or are desirous of having a higher cultural or vocational training. They can be aided by short courses of lectures or demonstrations given in local centres in the Province as well as in the University, also by night classes and in many other ways. We commend for favorable consideration the system of the Wisconsin University.

#### MANITOBA MEDICAL COLLEGE.

This is a proprietary College, established in 1883, since which time some

429 of its students have taken degrees in the University of Manitoba. It has 37 teachers, of whom about 15 are professors, the others assistant professors, lecturers or demonstrators, and has 107 students in attendance this year. The fees charged by the College are \$125 a year for a five-year student, and \$150 for a four-year student, that is a graduate in Arts who takes the course in four years. These fees, we understand, are to be increased next year to \$150 and \$175, to correspond to the fees charged by Toronto and McGill Universities. In addition to these fees there are to be paid hospital fees and fees for registration, examination and degrees. Its only revenue is from the students' fees, which, including the University fees, last year amounted to \$13,992.50. If the fees received by the College were apportioned by lectures, the College received from the students more than the University charges for those lectures. Making an approximation by lecture hours, it seems that the University gives something over 35 per cent. of the teaching. In this way the University makes a very considerable contribution to Medical education in the Province. So also have those who during the last quarter of a century have devoted so much time to managing the College and teaching in it. Your Commissioners are informed that during that time they have received practically no payment for their services till last year when some \$9,290 were divided amongst the 35 professors, lecturers and demonstrators. They have more or less interest in the property which the corporation owns, valued at something over \$75,000.00, which they largely and generously regard in the light of their contribution to and evidence of their interest in Medical education in this Province.

Under the influence of this appreciation we approach the consideration of the offer made by the College in the written statement to your Commissioners (see Appendices).

"The College is unanimously in favor of one University for the Province, and of having in that University full faculties in Arts, Science, Medicine, Law, Engineering in its various branches, Agriculture, Pharmacy, Pedagogy, etc.

"If this plan of a University, furnishing instruction in all faculties, be placed in operation, the College is willing to give up its corporate powers and become the faculty of Medicine of the enlarged University of Manitoba.

"The chief conditions which would be required of the University, are:

1. The Chairs of Physiology, Histology, Pathology and Bacteriology be transferred to the Faculty of Medicine.
2. A new distribution of the subjects at present taught by the University, as follows:
  - (a) Physiology, including Histology, one chair.
  - (b) Pathology and Bacteriology, one chair.
3. The establishment by the University, of
  - (a) A Chair of Anatomy, the professor to give his whole time to that department.
  - (b) A Chair of Materia Medica and Pharmacy (available for students of Pharmacy as well as of Medicine).

With these intermediate requirements being met it would be possible for medical students to take the work of the first three years at the University wherever situated."

*"Relationship Between the University and the Faculty of Science:*

(a) Appointments.—All permanent appointments to the Faculty of Medicine shall be made by the Board of Governors after consultation with the Faculty. Temporary appointments shall be made by the Faculty.

(b) Curriculum.—The Faculty shall be empowered to prepare the curriculum in Medicine subject to approval by the Senate.

(c) Examination.—The Faculty, with the approval of the Senate, shall have control of all examinations in subjects taught by the Faculty, as to:

- (1) The appointment of one-half of the number of examiners in each subject.
- (2) One representative on the Tabulating Committee.

The University shall retain its power to examine for license.

(d) Finances.—

All fees in the Faculty of Medicine shall be paid to the Bursar of the University.

The University shall provide all equipment and pay all salaries of the Medical Faculty."

One of the conditions attached to this offer is that when the University puts into operation the plan of providing full faculties in all the departments of higher education, the College will be willing to give up its corporate powers and become the Faculty of Medicine in the enlarged University. The time for the final consideration of this proposal is remote, for the University is not likely in the near future to have in operation full faculties in all the higher branches of education, for instance, in Law, in Agriculture and the like.

There are also other conditions precedent, such as the transfer of certain chairs from the Science Faculty to the proposed Medical Faculty; the establishment of additional chairs; the right to be consulted concerning all staff appointments on the Medical Faculty, and to make temporary appointments without the concurrence of the governing body of the University, and with the approval of that body to prepare curricula, appoint examiners, etc.

It will be for the governing body of the University to consider these restrictive conditions when the proper time arises.

Another condition is that the University shall retain its power to examine for license. It appears that in March, 1908, the College of Physicians and Surgeons passed a resolution (see appendices) which, after making certain recitals, was as follows:—

"Resolved:

(1) That the right of examination for license should be restored to the College of Physicians and Surgeons of Manitoba, thus placing it on the same footing as the College of Physicians and Surgeons of the other Provinces, with a view to being thereby enabled to establish reciprocal relations with the other Provinces, and especially with Saskatchewan, Alberta and British Columbia.

(2) That the University of Manitoba should be a purely educational institution, whose degrees should not confer the right to practice in any of the professions, and that the medical profession should be placed in the same relation to the University as the other professions.

(3) That steps should be taken by this Council to urge these considerations before the University Commission.

(4) That in the event of legislation following on the Commission's report, an endeavor should be made to have the University Act, and the Medical Act amended so as to give effect to these propositions."

The Committee referred to in the resolution waited upon your Commissioners, who also heard other members of the Medical profession on the subject.

It appears that the College of Physicians and Surgeons was given representation on the University Council on the relinquishment by it to the University of the right to examine for license those who desired to practice in the Province. A restoration of that right to the College of Physicians and Surgeons would necessarily carry with it a cessation of its representation on the University Council. Our instructions are to consider what will cement the relationship between such bodies and the University, and not what can be done to sever them. We consider it would be a distinct loss to the University to disassociate the College of Physicians and Surgeons from it.

We also consider a system of double examinations for our Provincial Medical students—one for degree and another for license—onerous and unnecessary. At the same time we think the whole of the profession in Manitoba—that is, the College of Physicians and Surgeons—is the body best qualified to keep up and guard the educational and ethical standards of the profession, which they cannot do without some control of the examinations necessary to determine the right to practice in the Province.

We therefore recommend that the College of Physicians and Surgeons be given the right to nominate examiners in the University for the final examinations of students for degrees and license, and of other incoming doctors for license to practice, and out of these nominees the University should appoint the examiners.

By representation on the Council, the College of Physicians and Surgeons can influence the students' curriculum, and by the nomination and capacity of the applicant practitioner. If this be done, we see no reason why any objection should be taken to the qualifications of practitioners in Manitoba by those of other Provinces with whom reciprocal relations are desired.

Further, we see no reason why the Western Provinces which have one University for the whole Province, should not adopt the same course.

A further condition attached to the proposal of the College is that it is willing to give up its corporate power and become a Faculty of the enlarged University. To effect this, special legislation would be necessary. The College corporation is composed of its professors, teachers and demonstrators. The proposal therefore seems that these are to be appointed in the University to the positions which they now hold in the College. A letter from the Registrar of the College, dated November 1st, 1909, clearly sets this forth (see appendices). In it he says:

"We mean by our offer that the University is to take over the present teaching staff of the College. These professors, lecturers and demonstrators to have the same positions on the University professorate that they now have in the College, but of course to be subject to the same regulations as regards dismissal, etc., as the other professors of the University."



From the report of the Board of Governors of the Toronto University for the year ending 30th of June, 1908, it appears that the total expenditure of the Faculty of Medicine in the Toronto University for that year, was \$66,684.35. Deducting from this for Honoraria for retired professors, \$500.00, and the expenditure for Pathology and Bacteriology (as these subjects are taught under the University of Manitoba) as follows:—

Onc Professor in Pathology . . . . .	\$3,600.00
Other Teachers . . . . .	2,150.00
Chemicals and Laboratory Supplies . . . . .	1,706.87
	<u>\$7,456.87</u>
The expenditure for medical teaching in Toronto University was about . . . . .	\$58,727.48
The salaries paid by the Toronto University to the Faculty of Medicine amounted to . . . . .	\$51,822.77
The expenditure for Materials, Supplies, Maintenance of Buildings, Equipment, Insurance and General expenses of operation, was . . . . .	\$14,939.01
Deducting from this the expenditure in connection with Pathology and Bacteriology, which is now being taught in the University, viz. . . . .	*1,706.87
	<u>\$13,232.14</u>

For nineteen professors in the Faculty of Medicine in the Toronto University there were paid for the year ending 30th of June, 1908, \$20,450.00. If a deduction be made for the amount paid the professor of Pathology, etc., in the Toronto University, \$3,600.00, the amount paid was \$16,850.00.

As we are informed there are some seventeen professors in the Manitoba Medical College, it is only reasonable to assume that if the University of Manitoba took over the Faculty of the Medical College on the terms mentioned, that the members of those Faculties would expect to be paid at least what is being paid in Toronto, where the cost of living is supposed to be considerably less than in Winnipeg. On this basis, the expenditure suggested would be for, say sixteen professors, \$14,978.00, to say nothing of the remuneration of the twenty others on the staff.

The total amount received by the Medical College last year from fees was \$13,992.50. If there be deducted from this the fees to be paid the University for its proportion of the teaching given the Medical students, also the cost of maintenance, supplies, etc., there is not very much left to compensate the present teaching staff.

In Toronto there were last year some 755 students and the revenue from so many was large. In Manitoba this year there are 107 students. The fixed expenditure for effectively teaching 107 will be largely the same as for similarly teaching several times that number. The expenditure does not lessen in proportion to the decrease in the number of students. It accordingly seems that the University would be assuming a heavy financial responsibility if it accepted the offer of the Medical College and took over its whole teaching staff and gave its professors, lecturers and demonstrators the same positions in the University, and undertook to pay them proper salaries and provide suitable equipment.

As we construe the proposal of the Medical College, there is no offer, or even a suggestion of an offer, to transfer its building, grounds and equipment, or any of them, to the University. On the contrary, the proposal is that the University is to provide all the equipment.

We also beg to call your attention to the discrepancy between the University Act, and the Medical Act as to representation on the Council. Sections 72 and 73 of the Medical Act are as follows;—

72. "The Council of the College of Physicians and Surgeons of Manitoba shall from amongst themselves, at a meeting specially called for that purpose, select annually seven persons to be members of the University Council, and of these seven persons so to be selected three shall be sub-section members of the Manitoba Medical College, as provided in sub-section (a) of the sixth section of this Act.

73. "The said seven persons shall be selected in the manner provided by by-law or resolution of the Council of the College of Physicians and Surgeons of Manitoba, and they shall thereby become members of the Council of the University of Manitoba within the meaning of the fourth section of the Act known as 'The University Act of Manitoba.' "

Sub-section (b) of Section 13 of the University Act is as follows:—

(b) . "Four representatives to be selected by the College of Physicians and Surgeons and three representatives to be selected by the Manitoba Medical College. The elections of such representatives shall take place in such manner as may be prescribed by said colleges respectively; the members of the Council holding office as representatives of the College of Physicians and Surgeons at present shall remain in office until the expiration of the term for which they were elected."

We recommend that the University Act be amended to correspond with the foregoing sections 72 and 73 of the Medical Act.

#### LAW.

The Law Society for Manitoba was incorporated in the year 1877, and includes and represents all the members of the legal profession in the Province. It is governed by thirteen benchers, who are elected by ballot for a term of three years.

Those preparing for the profession are divided into two classes: Students-at-law, who take a five years' course, if not graduates in Arts or Law, and three years if they are; and articled clerks, who are qualifying for membership in the society as solicitors, attorneys, etc., by taking a term of three years if graduates, and five years if not. In nearly every case the student-at-law is also an Articled Clerk. Occasional lectures are given to the students by members of the society appointed by the benchers, but there are no regular lecture courses. For the most part the student obtains his instruction and the technique of his calling in the office of the Principal to whom he is articled, and who in the articles binds himself to give such instruction.

There are now approximately 180 students-at-law and articled clerks on the rolls of the Law Society.

A large number of such students signed a petition as follows:—

1. "That it is the desire of many of the Manitoba students-at-law, owing to the obvious disadvantages under which we as a student body are

laboring in our study of the principles of law, that a law school be established in connection with the University of Manitoba.

2. "Wherefore, we pray that you, the University Commission, negotiate with the benchers of the Law Society of Manitoba, with a view to the early establishment of such law school."

The University has rendered much assistance to the students of Medicine by teaching Physiology, Chemistry, Physics, Botany, Zoology, Bacteriology, Pathology and Histology, and rendering unnecessary in the Medical College teaching in those subjects.

The University has also assisted the profession of Civil Engineering by establishing a Faculty of Civil Engineering, and in so doing has discriminated against the profession of the Law.

We believe it would not be difficult for the University to make an arrangement with the Law Society whereby a regular course of instruction would be given to those studying, the University establishing chairs in some subjects such as Constitutional, Municipal, Commercial and Criminal Law, and the Law Society providing lectures in the other subjects. If the University has the funds available to do so, we recommend such a course.

If the University has not the funds to do so after providing for the teaching of those subjects which we have previously recommended as University subjects, then we recommend that State aid be granted so as to place the students of these professions on a somewhat equal footing in respect of a regular course of instruction in their intended vocations, and that when regular teaching in Law is undertaken by the Law Society, with the aid of the State or of the University, then the Law Society should be affiliated with the University in respect of such teaching, or of the School or College it may establish for such purpose.

#### HOUSEHOLD SCIENCE.

It is as important, perhaps more important, in the interests of the Province that the young women of it should have as thorough education and training in home making as the young men in the various vocations they intend following. We understand that the Government has given favorable consideration to such teaching. We therefore the more heartily recommend: That a college of Household Science be established and with such teaching staff, equipment and buildings as to entitle it to federation in the University; that it be located on a site within or in the vicinity of the Agricultural College grounds; that in the legislation creating it, provision be made entitling the students in such college to take lectures in those subjects of instruction common to both colleges, and for the arrangement of suitable hours by the Faculties of the Colleges; that the Government of the College should be by a board of ten directors, as in the case of the Agricultural College, the Minister of Education ex-officio, the four persons selected by the farmers under the provisions of the Act incorporating the Agricultural College of Manitoba, two by the Council of the University of Manitoba, and three appointed by the Lieutenant-Governor-in-Council of Manitoba to represent the urban population which would not be represented if the instruction was given in a department of the Agricultural College. It is desirable to have all classes actively interested in and supporting such teaching.

#### SITE.

(5) "The suitability and sufficiency of the present University building and premises, having regard particularly to the advisability of procuring

another site in, or in close proximity to the city of Winnipeg, and erecting thereon more and better appointed buildings."

If the present site were large enough for the future development of a large University, it would be suitable. It is very desirable that the buildings of the University and of all its federated Colleges should be grouped near each other for the purpose of easy co-operation in teaching, and for an intermingling and good-fellowship of students, and that the site should be sufficiently large for that purpose. The Agricultural College is finally located, and the property and buildings there are now valued at \$600,000. It therefore appeared to us at the outset that a site adjoining that College on the north or east would be most suitable, and we were, and indeed are still prepared to recommend it if the requisite funds were available. At least \$750,000 would be needed to purchase the land in that locality and put up buildings for present requirements, and to offer to the Arts and other Colleges sufficient ground for their accommodation. The Provincial Government would require to contribute this amount. We do not advise the University to take out of its endowment the sum mentioned, as it would cripple it in even teaching those subjects now undertaken by it; certainly in teaching those additional subjects we have recommended. We have had numerous conferences with the promoters of the proposed Canada's International Exposition of 1914 with the purpose of securing their co-operation in procuring the site suggested and erecting buildings suitable for University purposes, as was done in Seattle, but the enterprise has not advanced far enough for deciding upon or doing anything in that direction.

To accomplish the grouping suggested, the federated Colleges would have to move. We have ascertained that several of them are not in favor of changing their present location. St. John's College is anxious that the site should be fixed immediately, as it finds its present buildings are inadequate and must build at once. Wesley, we understand, also desires to enlarge its buildings. If a change of location is to be made it should be made without delay, but it cannot.

It has also been urged on us:—

That the University teaching takes place mainly in the cold half of the year, when an exercise campus is comparatively useless. That the exercise taken by the students in winter is mainly in skating and curling rinks and gymnasiums, for which large grounds are unnecessary.

That each of the Colleges has campus sufficient for its own students and therefore it is not necessary to provide for them, and the College students will form the great body of students attending the University.

That the great majority of the students attending the University will continue to board or reside in the city.

That students object to go morning and evening long distances in the cold to and from lectures.

We cannot overlook these conditions and reasons. It is manifest a proper site should be secured within the city, and so located as to serve as far as possible the students who are attending the various Colleges without any unnecessary travel. To that end it appears to your Commissioners that if the Government could secure by purchase, or any other arrangement, from the Federal Government the land now used for military and other purposes adjoining the Parliament grounds as far south as the river, and supplement it by purchasing lands that front on Osborne Street, and on Kennedy Street between Broadway and the Assiniboine River, with such additions to the west of and adjoining the

present site as may be found convenient and necessary, an admirable situation would be created for a University and its Colleges. The grounds thus secured, bounded by Broadway, Kennedy Street, the Assiniboine River and Osborne Street, would be large enough for the main University Building, Provincial Library, and the Parliament Buildings, as well as ample for campus and other purposes, while the land mentioned facing the streets named would be most suitable for the various buildings that will be required from time to time. The interests of the University would not suffer if some considerable time were to elapse before the transfer of the land mentioned directly to the Government should take place, inasmuch as the important thing is to have a definite location so that it may be finally known where to locate any and all buildings of the University and of the Colleges, so as to be convenient to the central buildings.

We recommend, therefore, that a delegation be appointed, consisting of men familiar with and interested in educational matters, to wait upon the authorities with a view to having this land secured for the purposes mentioned.

We further recommend that the Government should erect on the grounds mentioned a good Provincial Library Building, having suitable reading rooms for University students, and having in it those books for students' use recommended by the University.

## FINANCES.

“(2) The general financial status of the said University, and to give a general outline of a scheme for financing the University, suited to an enlarged and improved condition of the said University.”

The non-revenue-producing assets of the University Corporation are:—  
Its land, buildings and equipment situated on Broadway Avenue.

The income-bearing assets are: (1) Those held under the provisions of the Isbister will; (2) Those held under the bases of Trust arranged with the Dominion Government.

(1) *Isbister*—

On the 1st of September, 1909, the Isbister Trust Account stood as follows:—

*Capital Account*—

Mortgages (average rate 7%)	\$99,131.38	
Cash	3,140.76	
		<hr/>
Current Assets		\$102,272.14
		<hr/>
Unsold land worth	\$5000.	
<i>Revenue Account</i> —		
Balance, 1 Sept., 1908		\$ 779.50
Receipts—Interest	\$6,740.02	
Premiums repaid	303.50	7,043.52
		<hr/>
		\$7,823.02
<i>Payments</i> —		
Commissions on Loans	\$ 334.75	
Commissions on Interest	339.88	
General Expenses	100.00	
Premiums paid	49.00	823.63
		<hr/>
		\$6,999.39
Less Share Examinations	\$ 800.00	
Scholarships	3,250.00	4,050.00
		<hr/>
Credit Balance		\$2,949.39

(2) *Land Grant Endowment*—

Unsold lands, 86,463.16 acres. If valued at \$8.35 per acre, the price realized for the portion sold, it is worth \$721,967.38

63,536.84 acres sold realized 530,282.99

Total \$1,252,250.37

Some of the moneys realized from the sale of land was expended in buildings and equipment.

On the 1st of September, 1909, the Land Board Account was:—

## CURRENT ASSETS.

*Capital Account*—

Deferred Payments	\$247,440.86	
Mortgage Loans	162,419.57	
Cash (since invested)	39,733.81	
		<hr/>
		\$449,594.24

*Revenue Account—*

Interest on Agreements .....	\$18,808.32	
Interest on Mortgages.....	8,315.88	
Hay Permits .....	835.39	
Sundries .....	205.17	
		<hr/>
		\$28,164.76
Expenses .....	\$ 82.25	
Inspection .....	179.61	
Commissions on Interest .....	1,950.67	
Commissions on Loans .....	943.50	
Legal Expenses .....	784.55	
		<hr/>
		\$3,940.58
Net Gain .....		<hr/>
		\$24,224.18

## And the General Account was—

Balance on hand, 1st September, 1908 ....	\$2,646.29
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*Receipts—*

Provincial Government Grant ..	\$15,000.00	
Provincial Government Revote ..	5,000.00	\$20,000.00

*Fees—*

Class .....	\$ 3,961.50	
Examinations .....	10,663.05	
Degrees .....	1,775.00	
Sundries .....	506.83	
		<hr/>
		\$16,906.38

*Refunds—General .....*

Land Board Interest .....	176.40	
Land Board Capital .....	20,000.00	
Land Board Capital .....	6,650.00	
Isbister Trust Account, Examinations.....	800.00	\$64,532.78
		<hr/>
Total .....		<hr/>
		\$67,179.67

*Payments—*

Salaries—Teaching .....	\$19,916.17	
Office .....	2,590.00	
Caretaker .....	840.00	
Auditor .....	300.00	
		<hr/>
		\$23,646.17
Supplies, etc., for Departments.....	15,486.99	
Examinations .....	9,882.31	
Library .....	1,768.45	
General .....	5,304.85	
Furnishing Account .....	1,095.40	
New Building Account .....	6,650.00	
		<hr/>
		\$63,834.17
Credit Balance .....		<hr/>
		\$ 3,344.90

The figures given us by the Registrar of the University show that the additional salaries occasioned by the increase in the number of the teaching staff for the year beginning the 1st of September, 1909, will amount to \$15,500. Taking the above accounts and figures as a basis, or taking the figures suggested by the Faculty of Science as a basis, it seems that the current expenditure by the University for the year ending the 1st of September, 1910, will not be less than \$80,000. If the University received say \$20,000 for fees (last year there were only \$16,906.38), and the Government Grant of \$20,000 continued, there would have to be provided from the Land Grant Endowment to meet this expenditure \$40,000. The total net receipts from that endowment last year amounted to only \$24,234.18. The deficit is to be faced. When the University teaches the additional subjects which we have recommended, its expenditure must also naturally increase. Whether we take the above accounts and figures as a basis, or refer to the actual expenditure of the Toronto University previously shown for instruction in the same subjects (leaving to the colleges the subjects suggested as a standard of college federation) the Manitoba University should be prepared to provide not \$80,000, but say \$150,000 annually. The revenue from the land when a few years hence it is sold will not likely, even with fees from students, amount to this sum. For assuming that \$1,252,250 is realized, of which we have grave doubt, a considerable portion of this will have to be used in the erection of suitable buildings, furnishings and equipment, leaving for investment say \$1,100,000, which at 6 per cent. net would bring \$66,000. If the University also then receives in fees twice the amount it now does, say \$34,000, its total annual income would be only \$100,000.

We have not included in the above estimate of \$150,000, the cost of the Engineering department, which for the current year we are informed will be about \$10,000, and for the following year, \$20,000. It is obvious that when the University undertakes the teaching of those subjects which we have recommended to be assigned to it, the Province will have to provide some of the funds.

#### SUGGESTIONS AND RECOMMENDATIONS.

*We Recommend:*—The assumption by the Government of the instruction in Engineering and Mechanic Art, and the establishment and support by the Government of a college for that purpose federated in the University as hereinbefore mentioned.

That the Government provide the funds for and establish a college of Household Science, as previously suggested.

If, when the University assumes the teaching of those subjects assigned to it as recommended in this report, confining itself thereto, it finds that it has not funds sufficient for that purpose, that the Government should then after making provision for the colleges just mentioned, grant aid to the University for the purpose of accomplishing such teaching.

That thereafter, so soon as funds are available therefor, the Government should give aid toward teaching in other subjects in manner previously recommended.

We think an effort should be made in the next few years to dispose of the balance of the University lands. There is likely to be a good demand for them by reason of this year's good crop, and by reason of the large number of incoming settlers and investors looking for land. We understand that the Governments are concurring in the present sale of school lands. As the purchase moneys are paid, the Board of Management will no doubt invest them in safe securities, and at the highest interest attainable, so as to provide the best revenue possible for University purposes.



It is and will be a matter of policy for the Government as to how the Government is to raise the funds necessary to support those parts of the University, the maintenance of which it may from time to time undertake, such as the Agricultural College, the College of Engineering and Mechanic Art, of Household Science or of the Professions, the Normal School, or a special college in Arts when it may see fit to establish it, or necessary in order to give aid to the University in those subjects assigned to it. We beg to bring to your attention, however, that part of the report of the Toronto University Commission (pages 53 to 57), in which the suggestion is made and, in effect was acted on by the Ontario Government, viz.:—

“The items of Provincial revenue, therefore, from which that portion of the income furnished by the state is to come, must also be one which will grow greater from year to year in at least as large a ratio as that of the increase in population. For this purpose the revenue from succession duties has been suggested.”

It will be observed also from that part of the report, that in those States to the south of us which have created State Universities, it was necessary to resort to direct taxation on property in the State for their support.

We have endeavored as far as possible to adhere to the instructions given to us in the Dedimus, and as we have understood them. We have enquired into and reported at some length, perhaps at too great length, the early history of the University and the steps and proceedings which led it from a very insignificant beginning as a union of three small but willing and useful Arts Colleges to its present position. (It may be that such length is due to the fact that we have been members of the University Council for over twenty-five years and otherwise closely connected with it, and consequently think those proceedings and early history more interesting and important than perhaps they really are. If we have erred in this respect we offer our apologies). Whatever the importance of that present position of the University is, it is mainly due to the active interest and loyal work of those colleges and the colleges thereafter federating in it. None of those colleges except the College of Agriculture have received, we believe, either from the University or from the State aid to the extent of a dollar; they, however, have had and the Province through them has had all the benefit which comes from harmonious co-operation.

If the Government deems it proper to accept and give effect to the suggestions and recommendations herein, which we respectfully submit:—

The integrity of the University corporation, its vested interests and its right of self-government will be respected and continued.

Such government or management will be made less cumbersome and more efficient (a) by its business and financial affairs being placed in charge of a small committee or Board of Management composed of capable men interested in higher education and versed in business management, and (b) by its academic affairs being given to the care of a committee or senate composed for the most part of professional educationists.

In the management or government the State will have its share, proportioned in a general way upon the contribution it makes to higher education through each college it may establish and federate in the University, and in addition to such representation it will have, over and above any federated colleges making similar contribution, the Minister of Education and another person appointed by the Government. (We here use the term college in the sense attributed to it in the definition previously given in this report on page 54).

Any federated college which fails to maintain the standard required for a continuance in University federation will cease to have part in the management except as an affiliated college entitled only to academic representatives.

The Government will have the control of the expenditure of the funds it may appropriate for the instruction it may desire to give in the higher or vocational branches of education.

Colleges and institutions of higher learning and for vocational instruction founded and supported by private or denominational funds will be encouraged to remain or become parts of the University, and to do more and better work than ever. It is obviously good Provincial economy to encourage the establishment and stimulate the growth of such colleges and institutions in it. They constantly attract private benefaction, State Universities rarely do, and the State gets the benefit of such private generosity.

If the University system adopted by the province in 1877, when it incorporated the University of Manitoba as a federation or republic of colleges, a system so highly commended by the Royal Commission on Toronto University, receives the loyal and intelligent support it is entitled to, it will make the University of Manitoba the most attractive and strongest University in Western Canada. Such a University has most of the advantages of a large State University without its disadvantages, among others a too careless expenditure of public funds, of being politically or dictatorially governed, of indifference or lack of interest in its students. It also has all the advantages of the college in the close and personal touch and influence of the teacher on the scholar, better enforcement of discipline, more efficient direction of work, and closer social union and restraint among the students themselves.

Should the suggestions and recommendations we have made meet with the approval of your Honor in Council, we advise that effect thereto be given by necessary legislation as soon as found convenient in order to dispel the uncertainties and adjust the disputations which are militating against or hindering the colleges, or at least some of them, from confidently and resolutely performing the educational work undertaken by them and expected from them when they became constituents of the University confederation.

All of which is respectfully submitted by us.

J. A. M. AIKINS  
REV. A. A. CHERRIER  
Commissioners

# University Report

OF

Commissioners

Messrs.

Rev. Gilbert B. Wilson

John A. Machray

Rev. James L. Gordon



*To His Honour the Lieutenant-Governor-in-Council:*

PREAMBLE.

We the undersigned members of a Royal Commission appointed by Order-in-Council dated September 26th, 1907, "to enquire into and investigate and report" upon the University question, in presenting herewith our report beg leave to thank you for the honor you did us in seeking our advice upon this important subject. We have given careful attention to the matters remitted to us and respectfully submit for your consideration the following conclusions:

*General Recommendations:*

1. In order to render the Government of the University "more efficient and less cumbersome," we suggest a division of the functions now performed by the University Council. We recommend that the *Business Management* of the University, including the determination of University policy and the management of University property, be entrusted to a Board of Governors consisting of twelve representative citizens appointed by the Lieutenant-Governor-in-Council; this Board of Governors should also be the final court of appeal in all University affairs, an arrangement which should place definitely upon the Province full responsibility for adequate financial support, ensure peaceful development, prevent friction, preserve the freedom of the University from both denominational and political interference, and give to the University a national, rather than a semi-denominational, character.
2. We are of opinion the *academic administration* should fall in general, and particularly in the first instance, under the direction of those actually engaged in the work of instruction in University subjects. We therefore recommend that academic administration be committed to the charge of a Senate composed of representatives appointed by the various teaching bodies, including a representation from the various Arts and Theological Colleges. We make this recommendation, believing that on the one hand these latter Colleges are entitled to this because they are vitally interested in certain details of academic administration, particularly in the courses of study, the time-table of instruction and the examinations. On the other hand we believe that they are not entitled to any more than this, that they can have no proper interest in the purely business affairs of the University, and that no special interests, whether denominational or professional, should have a final voice in the general policy of University management and development. Such interests, therefore, can have no rightful claim to representation on the Board of Governors. Their presence on this Board would awaken suspicion, arouse opposition, and injure most the Colleges from which they came.
3. We recommend the appointment at an early date of a President of the University.
4. We would respectfully urge upon your Government and upon the Legislature and people of Manitoba, the need of making generous financial provision for the maintenance and development of the University.
5. We recommend the rapid extension of University teaching by the establishment of new Chairs and Courses of Instruction.

6. We concur in recommending a large site.

In reaching these conclusions we have been guided by the evidence submitted to the Commission, evidence which harmonizes well with the following fundamental propositions, now generally accepted by the Canadian people:—Firstly, that it is the duty of the State to provide Higher Education for all citizens desiring it, irrespective of class or creed; secondly, that it is the duty of the people as a whole to provide the necessary funds; and, thirdly, that the provision of the means by the people carries with it full control of the expenditure of such funds by the representatives of the whole people.

*Commission Unanimous on Most Questions of Policy:*

We are pleased to be able to point out that the whole Commission is in practical accord regarding Recommendations III., IV., V. and VI., and that with regard to Recommendations I. and II. the Commission unanimously favors separation of the Academic Management from the Business Management, the vital difference of opinion being as to whether the Denominational Colleges should have representation upon any of the governing bodies of the University, and the extent and character of that representation. Your Government therefore need not pause, on the ground of divided opinion, in the inauguration of a vigorous forward University policy, which course the evidence submitted to us indicates would be supported by the vast majority of the people of Manitoba.

The implications of the above recommendation are more fully wrought out in the following pages, and to the above recommendations are added several others of minor importance.

GOVERNMENT.

*Board of Governors:*

We recommend that the Business Management of the University be separated from its Academic Administration and placed under a Board of Governors, consisting of twelve persons appointed by the Lieutenant-Governor-in-Council. They should hold office for three years and retire in groups of four by rotation but should be eligible for re-election. Seven members should constitute a quorum. The members of this Board should be representative citizens of high standing, British subjects resident in the Province, who are deeply interested in higher education. They should serve without salary or other emolument and should be prepared to devote much attention to the business affairs of the University. Members of the University Staff of Instruction or of the Staff of Instruction in any affiliated college, should not be eligible for membership on this Board. The power of appointment to the Board should carry with it also the power of removal for cause.

*Functions of the Board of Governors:*

In general it should be their duty to manage all the business affairs of the University, to pass finally upon all matters of University policy, to hear and determine all appeals, to enquire into and report upon all matters connected with University Administration and to make all necessary provision for the proper support and good government of the University.

As the creation of such a Board of Governors involves a departure from the present mode of Government, we deem it advisable not merely to

indicate the proposed scheme of organization in outline, but also to enter into some detail to the end that your Government may have the fullest information regarding the proposed scheme of re-construction, and also in order that all educational institutions directly affiliated may be adequately apprised of the natural implications of the proposed system of management. We therefore, without in anywise limiting thereby the plenary powers of the Board of Governors, mention specifically the following powers and duties:

*Powers Specifically Mentioned:*

- (a) To elect a President who shall also be a member of the Board.
- (b) To receive and hold in trust all property and revenues of the University.
- (c) To manage any and all property and revenues of the University, such power to include the powers of purchase, sale and hypothecation.
- (d) To expropriate land for the purpose of securing a proper site for the University, and for any future additions to such site, the value to be determined by arbitration or in some other equitable manner.
- (e) To distribute and expend all revenues.
- (f) To recommend all necessary appropriations for University purposes to the Legislature and in general to duly conserve and legitimately augment the financial resources of the University.
- (g) To appoint all officers and teachers and to release from duty any teacher or other officer of the University, when in their opinion the highest interests of the University do not warrant his retention.
- (h) To fix all salaries and retiring allowances.
- (i) To care for the physical and moral well-being of all students of the University.
- (j) To define the duties of the President, so far as these may not be determined by the nature of his office or indicated by Provincial Statute.
- (k) To define more nearly than is indicated by this report or by Provincial Statute the powers and duties of all University officials and of all bodies Academic or Administrative, whether such bodies be formed from among the staff of instruction, the business staff or the students of the University.
- (l) To recommend all desirable University Legislation to the Provincial Legislature.
- (m) To establish Faculties, Departments, Chairs, and Courses of Instruction in the University.
- (n) To make arrangements with the Governing Body of any college or secondary school regarding instruction in University subjects, and to readjust or terminate such arrangements at their discretion.
- (o) To receive into affiliation with the University any institution of higher learning.
- (p) To modify the terms of any affiliation and to dissolve any existing or future affiliation for cause by and with the advice and consent of the Lieutenant-Governor-in-Council.
- (q) To receive and determine any appeal whether from any Affiliated College or other Academic Body.

- (r) To make an annual report to the Lieutenant-Governor-in-Council with a detailed statement of all receipts and expenditures.
- (s) To make Rules and Statutes for their own direction.

## II. THE SENATE.

### *Constitution of the Senate:*

We recommend that a body composed for the most part of representatives chosen from the University Staff of Instruction and from the Instructional courses of the affiliated colleges, should have special charge of the Academic interests of the University. We suggest that this body be called the Senate, and recommend that it consist of the following members:—

#### (A) *Membership of Senate:*

- (a) The President of the University, who should be its presiding officer.
- (b) The Chancellor of the University, who may preside in the absence of the President.
- (c) Two representatives from each Faculty of the University—such representatives, however, should not exceed one from any Faculty on which the permanent members of the Staff of Instruction are fewer than four.
- (d) Two representatives from each Affiliated Arts College.
- (e) Two representatives from the Medical College and two representatives from the Agricultural College.
- (f) One representative from each Affiliated Professional or Technical School or College.
- (g) One representative from the Elementary Section and one from the Secondary Section of the Manitoba Educational Association.
- (h) One representative from convocation other than the Chancellor.

#### (B) *Functions of the Senate:*

Though the final reserve of power has been advisedly made to the Board of Governors, purely Academic matters would ordinarily be considered and dealt with by the Senate. Such a body would be indeed the most competent to advise the Board of Governors, not only upon Academic matters in the narrower sense of the terms but also upon general questions of University policy. The Senate might even make suggestions to the Board of Governors regarding the appointment of any official of the University.

In view of the fact that this body is now being constituted for the first time, and remembering that it will divide with the Board of Governors the many and varied functions which up to the present time have been exercised by the University Council, we beg leave to suggest the following as among the powers and duties which would naturally fall to such superior Academic body.

#### (C) *Powers Specifically Mentioned:*

- (a) To determine the conditions of entrance to the University and also the number, nature and requirements of its various degrees.
- (b) To grant degrees.
- (c) To provide for the suspension or revocation of any degree in the case



of any graduate who has been convicted of an indictable offence of conduct unbecoming a graduate of the University.

- (d) To arrange the courses of study and periodically to revise and adjust the same.
- (e) To determine the methods and limits of instruction.
- (f) To prepare the University Calendar for publication by the Board.
- (g) To arrange the routine duties of teachers and students.
- (h) To appoint examiners and to fix the number, time and methods of examinations.
- (i) To receive and announce reports of the same.
- (j) To determine the Academic standing of any student.
- (k) To make regulations for the management of the Library.
- (l) To recommend increases of staff or additional equipment.
- (m) To recommend additional Faculties, Chairs, Lectureships and Scholarships.
- (n) To report upon the standing of any College or Educational Institution seeking affiliation in the future.
- (o) To suggest any arrangements regarding a system of credits by which the examinations in High Schools, Collegiate Institutes or any other Educational Institutions may be accepted pro tanto either for Matriculation or for any portion of the University course above Matriculation.
- (p) To make any other recommendations to the Board of Governors which are calculated to promote the interests of the University.
- (q) To make rules and statutes for their own guidance.

It is not intended that this list shall be exhaustive of the powers and duties of the Senate, neither is it intended that anything in the constitution of this or subordinate bodies shall in any wise limit the plenary powers vested in the Board of Governors. It is also noted that as a matter of order all recommendations to the Board of Governors should be made through the President, who ought, however, to transmit all such memorials, and if formally requested to do so, even the recommendations of a minority, and these either with or without the vote cast, as instructed.

### III. THE PRESIDENT.

We recommend the appointment of a President, to be chosen by the Board of Governors and we would respectfully urge that the sum of \$5,000 be voted for this salary at the next Session of the Provincial Legislature. While not wishing to in any way limit the Board of Governors in the determination of his powers and duties, nevertheless as the Board of Governors has not yet been called into existence, and as it would on its appointment be immediately confronted with many difficult problems, we venture to make the following preliminary suggestions as to the nature of his office and character of his functions.

#### *Functions of the President:—1. General.*

It is not desirable that he should be entirely dissociated from the work of teaching, especially in the earlier years of the institution's development, but his duties in this connection should certainly not be ex-

tensive or onerous. His principal function is that of superintendence and his supervision should be of such a character as will promote efficiency in every department. The order, peace, and indeed the whole spirit and character of the institution are in his hands. He should be such a man as would worthily represent the University before the public, and be able to advance all the interests of the University.

The office being a new one in this University, we suggest specifically the following duties without thereby limiting his general function of sympathetic supervision:—

2. *Specific:*

- (a) To report annually or as occasion requires to the Board of Governors the conditions and needs of the University.
- (b) To keep the needs of the University before the public mind, that there may be adequate financial support whether derived from Provincial or from private sources.
- (c) To preside in the Senate.
- (d) To be the medium of communication between the University Senate or any University Faculty and the Board of Governors.
- (e) To recommend to the Board of Governors for their approval all appointments, having first informed himself of the qualification and character of such candidates, with such help as he can obtain from members of the Faculty and other competent persons.
- (f) To have charge of discipline, whether the matters in question affect the students or the officials of the University.
- (g) To have charge and care of the University generally, its buildings grounds and moveable property.
- (h) To be the Dean of all Unorganized Faculties.
- (i) As Chief Executive Office he should be responsible for the carrying out of all measures determined upon by the Board of Governors, the Senate of the various Faculties, wherever no other instruction is given for the due execution of such measures.
- (j) In the absence of the Chancellor he should confer all degrees.

FACULTY COUNCILS—THEIR CONSTRUCTION AND ORGANIZATION.

The Faculties of a University are the natural units of Academic organization. There should be a series of Faculty Councils, one for each of the Professional and Technical Schools in connection with the University, one for the Faculty of Science, one for the Faculty of Engineering, and one for the Faculty of Literature and Arts. Other Faculties will doubtless be added in time, and conceivably with the growth of the University the Faculty of Literature and Arts might well be divided into at least two Faculties with special departments in each of them. For the present, however, the above division will suffice. From the viewpoint of Government the several Faculties should consist of all members of the Staff of Instruction whose appointment is for more than one year. Each of these Faculties should have as its presiding and executive officer a Dean, who should be elected annually by the Faculty and should render to the president all possible assistance in management and discipline. The President himself might be a consulting member of every Faculty and should be the Dean of all unorganized Faculties. To each of these Faculties there should be given as large a

measure of self-government as is consistent with the general interests of the whole University. This liberty is especially desirable in the case of the Agricultural College and the Medical College, each of which might legitimately possess an Advisory Board of its own, composed in the one case of practical farmers and in the other case of medical men. Such Advisory Boards might render valuable assistance to the Board of Governors, and the governing bodies of the University should have no representation on the Advisory Board of the Agricultural College or Medical College.

Each Faculty of the University should have power to prepare and transmit to the Senate its own program of studies, together with any suggestions in regard to the work of that particular Faculty which may be deemed in the interests of the University. The various Faculties may also send forward through their respective Deans any other suggestions to the President for his information and guidance. In addition to these Faculty Councils there should be, as occasion required, a meeting of all the Faculties thus constituting the University Faculty Council.

*Objections to a "University College":*

There is strong objection to forming a single University College and equally grave danger in carving out of the University system a University College which should teach only those subjects which certain of the Denominational Colleges might desire to retain. Such an arrangement would draw an arbitrary line across the University curriculum, would artificially separate University subjects naturally and vitally relating to each other, would duplicate expensive machinery of government, would produce an unhealthy rivalry, and would inevitably result in friction. If, however, the various Denominational Colleges willingly remain within the re-constructed University system in which an independent Board of Governors is the supreme body, there could be no serious objection in deference to the strong desire of certain of the Denominational Colleges to calling each of these larger University teaching groups "Schools" or "Colleges" instead of "Faculties." The word "College" is perhaps more in harmony with Canadian usage than the term "School." We should then have for example the Agricultural College, the Medical College, the College of Science, the College of Engineering, the College of Literature and Arts, the College of Pharmacy, and later a Dental College, a College of Fine Arts, a Law School, etc. Such an arrangement would have the additional merit of preserving the name and *esprit du corps* of the Agricultural and Medical Colleges and would not arrest the development of the University or impair the integrity of the Provincial University system.

• CONVOCATION.

It is taken for granted that there will be a Chancellor, who will preside at Convocation and confer University Degrees. The Chancellor might be appointed by the Lieutenant-Governor-in-Council, but his election for a term of say, three years by the members of Convocation is more desirable.

Convocation should consist of all graduates of the University and all members of the Staff of Instruction. It should make laws governing its own proceedings, should meet annually by Statute and at such other times and under such other conditions as it may itself determine. It may receive reports of University progress and discuss any matter affecting the welfare of the University and may transmit its conclusions either by memorial or by deputation

directly to the Board of Governors. Convocation and smaller bodies of Alumni have in the past rendered great assistance to the Universities in sending down students to their Alma Mater, in securing endowments from private sources, in supporting legislative grants and in creating a healthy public interest in University affairs. Any good University system should therefore make a place for the sympathetic exercise of their useful activities.

#### REVENUES OF THE UNIVERSITY.

##### *Control and Management:*

All present property and possessions of the University, whether real estate, buildings, equipment, library, moneys, agreements of sale or mortgages, and all assets of whatsoever character, should be vested in the Board of Governors, which property should be held and managed by them according to the legislation of the Province of Manitoba and according to the terms and for the uses and purposes of their respective Trusts and Grants. We are not impressed by the argument that the Affiliated Colleges constitute the Corporation of the University and that therefore the Constitution cannot be altered without destroying the Corporation. *Neither do we see any ground for the view that these Colleges have any vested rights in either the Isbister Trust or the University Land Grant.* If therefore any objection should be raised to the power of the Province to deal with this matter or to the freedom of action of the Board of Governors, or if any attempt should be made to invalidate any action of theirs in regard to the University real property or funds, then the Legislature should unite with the Board of Governors in validating such action, or if need be in securing a clearer definition or possibly a modification of the terms of the Trust. It is to be hoped, however, that no private institutions will seek to thwart the public will or to control in any wise the expenditure of public moneys which were granted wholly from public sources and for public purposes. That anyone presuming to act on behalf of a small number of denominations should claim special privileges, or should seek to exercise undue influence in the management of the business affairs of the University or the control of any of its funds, is almost incredible. Such a course of action would not, we feel sure, be desired by the denominations themselves; neither would it be tolerated by your Government or by the Legislature and people of Manitoba, and it ought not to be countenanced or encouraged by the action of your Commissioners. The general tendency of the times is not hostile to religious influences in University life, but it is decidedly in the direction of withdrawing Universities from Denominational administration and control. We believe a sound principle lies at the bottom of this general drift of public opinion. Whatever generous assistance to the cause of higher learning may have been freely given by private Colleges in this Province, howsoever meagrely the University in times past may have been supported by Provincial Legislative Grants, the University as such belongs to the whole people of Manitoba and they are vitally interested in its whole future. As a Corporation the University was created by the Province of Manitoba; as a Corporation its constitution has been already essentially altered by the Government of this Province, and therefore, as a matter both of public right and of public policy, we believe that all its property should be vested in public trustees. The Board of Governors named by the Lieutenant-Governor-in-Council, and formed for the very purpose of managing the University's business affairs,

seems to be the body which should naturally and logically exercise this high Trusteeship and should not therefore be deemed a new Corporation, but the successor and heir-at-law of the University in all its varied historic forms and constituent elements.

*Sources of University Revenues:*

Having been requested to give our attention also to the question of the Sources of University Revenues, we would suggest as Possible Minor Sources of Revenue the income from University lands, the income from the Isbister Trust and the Fees of the Students. No doubt in course of time there will be benefactions and endowments from Corporations and private individuals. It is too soon, however, to expect much help from this source. In view of the depletion of our Lake Fisheries a branch of the Department of Fisheries might be connected with the University, and for services rendered in this connection an annual grant might be obtained from the Dominion Government. In this connection the co-operation of the Department of Fisheries and the present Fishery Commission should be sought and if possible obtained. Similarly, the growing needs of the West require a good Meteorological Service. This should be under the direction of the University of Manitoba and an annual grant might be made by the Dominion Parliament for its maintenance. Seeing that the Department of Militia and Defence is desirous of co-operating with educational institutions in the matter of Military Drill, the University of Manitoba might well unite with other Canadian Universities in securing from the Federal Government (after the pattern of the "Morill Grant" in the United States) liberal assistance in lieu of services rendered the country by giving military drill to all able-bodied male students during the first and second years of their University studies. It is also suggested that the Federal Government be requested to set apart for University purposes certain lands, timber or mineral areas in that portion of territory which it is proposed to annex to the present Province of Manitoba. This seems to us reasonable, more especially in view of the fact that our original University land grant was a small one; it ought to have been at least one million acres.

*Present Revenue Wholly Inadequate:*

The suggestion that the University lands not yet sold should be put under cultivation, the proceeds to be used for University purposes, seems worthy of consideration. In this connection the Agricultural College Board and Faculty should be able to give valuable information and advice. All this, however, should not conceal either from your Government or from the people of this Province the fact that the present and prospective revenues of the University from such sources are wholly inadequate.

Apart from other sources of revenue Toronto University receives nearly \$500,000 as her proportion of the Succession Duties of that Province. If adequate special sources of annual revenue like the Succession Duties cannot be assigned to the support of Manitoba University, and if no other sufficient funds are available or can be released for this purpose, we believe the Government would be fully warranted in employing *the method of Direct Taxation for the support of the University* and the

maintenance of the Agricultural College, though it may be noted in passing that the appropriations for these two purposes should be distinctly ear-marked, even if voted jointly and raised by one levy.

The only argument for a tax for Higher Education is that in the long run it is the highest economy. No expenditure from the Provincial Treasury will bring larger returns than the moneys invested in the education of future citizens. The industrial and commercial development of nations is in direct relation to the thoroughness and completeness of their educational systems. Unless trade and industry are founded upon intelligence they cannot prosper. The young men and women of this Province, whether they stay within the Province or go beyond its bounds, will have to compete with those who have been trained under the best educational systems of the world. We dare not handicap our children by placing them at an initial disadvantage through an inferior system of education. We sympathize fully with the desire to place the Public and High School systems on a better basis, *but unless the University supplies teachers for the Secondary and Elementary Schools the whole system of education must steadily decline in efficiency.* If therefore, this Province is to be true to itself, if it is to improve or even maintain its relative position in the Dominion, it must foster institutions of Higher Learning, and the chief and crown of these is a University well-organized, thoroughly equipped and adequately maintained. Finally, we are part and indeed the centre of a great country, a country which has joined involuntarily but instinctively, the great march of the world's industrial progress. Our Western youth, naturally alert, ambitious and progressive, will, if well trained, give a good account of themselves—they will be sent to the rear for incompetence if they are deprived of proper educational facilities. Given, however, a thorough, well-articulated system of education, having its broad roots in a good Common School system, its trunk in an effective High School system, and its branches in the University, Manitoba may, ought to, and will march in the van.

#### *Financial Requirements:*

We would therefore recommend that the Province prepare to expend within the next four years at least \$500,000 on buildings and equipment.

In addition to this the following scale of annual Legislative grants is suggested for the purpose of maintenance

For the Academic Year 1910-11 . . . . .	\$ 25,000
“ “ “ “ 1911-12 . . . . .	35,000
“ “ “ “ 1912-13 . . . . .	50,000
“ “ “ “ 1913-14 . . . . .	60,000
“ “ “ “ 1914-15 . . . . .	75,000
“ “ “ “ 1915-16 . . . . .	100,000

That this is a very moderate estimate and should readily be acceded to by your Government is apparent from the following subjoined tables:

TABLE 1. Legislative grants of certain Canadian Provinces and certain Middle Western States for the support of Provincial and State Universities:—

For the University of	Toronto, in the year	1907- 8.....	\$379,443.00
" " " "	" " " "	1908- 9.....	422,232.00
" " " "	" " " "	1909-10.....	522,000.00 (estimated)
" " " "	Saskatchewan, (just beginning)	1908 .....	\$ 8,169.50
" " " "	" (additional expenditure for site) ..		120,000.00
" " " "	Saskatchewan, in the year	1909.....	17,486.60
" " " "	Alberta, (just beginning)	1909.. ..	30,000.00
" " " "	North Dakota, in the year	1907- 8. . . .	214,159.00
" " " "	" " " "	1908- 9. . . .	118,214.00
" " " "	" " " "	1909-10.....	335,000.00
" " " "	Minnesota, " "	1907 .....	603,101.00
" " " "	" " " "	1908 .....	939,729.00
" " " "	" " " "	1909 . . . .	963,657.00
" " " "	Missouri (each of the		
" " " "	" " " " years)	1906 .....	411,000.00
" " " "	" " " "	1907- 8.....	408,750.00
" " " "	" " " "	1909-10.....	459,470.00
" " " "	Wisconsin, in the year	1907- 8.....	827,532.00
" " " "	" " " "	1908- 9. . . .	1,147,988.00
" " " "	" " " "	1909-10. . . .	1,259,081.00
" " " "	Iowa, " " " "	1907- 8.....	438,166.00
" " " "	" " " "	1908- 9. . . .	392,533.00
" " " "	" " " "	1909-10.....	542,000.00
" " " "	Nebraska (each of the years)		
" " " "	" " " "	1908- 9. . . .	674,718.00
" " " "	" " " "	1910-11.....	702,518.00
" " " "	Illinois		
" " " "	Michigan (each of the years)		
" " " "	" " " "	1908-9-10.....	650,287.00

N.B.—In reading these tables it should be borne in mind that some universities in reporting include the amount spent on the Agricultural Faculty or College, while others omit that amount. In all cases the University Revenues are much larger than the Legislative grant.

TABLE 2: STATE UNIVERSITIES IN THE ORDER OF THEIR FOUNDING.

University	No. of Instructing Staff	Annual Receipts 1906	Approx. Total Gifts from State and Gen'l Govt. since Founding	Approx. Total Gifts from Private Citizens since Founding
Georgia . . . . .	35	82,642	240,000	142,500
North Carolina . . . . .	74	235,603	705,000	705,273
Tennessee . . . . .	105	88,390	1,877,250	43,896
South Carolina . . . . .	28	41,370	2,556,000	none
Ohio (Athens) . . . . .	49	135,198	600,000	31,000
Indiana . . . . .	109	252,138	2,500,000	100,000

Virginia .....	80	111,094	1,710,000	1,627,195
Michigan .....	332	451,697	6,407,003	817,851
Missouri .....	179	366,111	3,212,797	294,000
Iowa .....	150	432,304	3,525,666	52,750
Mississippi.....	27	144,704	2,124,000	40,000
Wisconsin .....	317	804,521	6,603,860	90,941
Utah .....	92	159,007	1,691,000	65,000
Louisiana .....	38	65,214	1,252,245	43,308
Washington .....	79	149,345	2,892,840	500,000
Kansas .....	104	391,778	3,171,812	400,000
Maine.....	64	41,900	581,718	155,000
West Virginia ..	66	138,660	1,159,221	75,000
California .....	403	727,536	data not available.	
Illinois .....	408	825,107	6,443,752	25,000
Minnesota .....	377	345,261	5,359,208	191,000
Nebraska.....	190	357,060	3,805,149	70,717
Ohio State (Columbus) ..	151	628,000	4,881,063	281,285
Arkansas .....	64	143,900	1,760,000	none
Oregon.....	79	117,200	890,824	50,000
Colorado .....	115	140,000	1,727,125	55,000
North Dakota ..	50	177,250	1,000,000	70,000
Texas .....	119	289,193	3,792,307	150,000
Idaho .....	45	96,537	567,215	75,000
Arizona .....	24	32,200	245,000	10,000

The perusal of these comparative tables should persuade any friend of education that the Province should immediately furnish the University with generous financial assistance. Even then the wisest administration, the avoidance of all but absolutely indispensable expenditure in the costlier departments of instruction and the application of rigid economy everywhere will be necessary if the University of Manitoba is to be maintained and developed upon such a limited income. We venture to suggest that in return for a generous measure of Provincial support the University would do well to pay taxes on all unsold portions of its land endowment.

#### THE SCOPE AND DEVELOPMENT OF THE UNIVERSITY.

Your Commissioners have accepted the general principle that the State as such, is bound to provide instruction in all those branches of higher learning which contribute to the general progress, prosperity, enlightenment and happiness of society as a whole. This is no new idea, but the avowed and deliberate policy of the University itself, even as at present constituted. On the 18th of January, 1907, a resolution was passed by a large majority "That the Council should steadily aim at this University providing instruction in all the higher branches of education." Recent appointments to the University staff show that this policy is already being put into practice. We believe that the University should be so thoroughly equipped as to exercise a directive and inspirational influence upon the whole commercial, industrial, technical and professional activities of the people. We look forward to the time when our University will include Faculties in Agriculture and Forestry, Science, Education, Engineering, Literature, Arts, Veterinary Science, Medicine, Pharmacy, Dentistry, Commerce, Law, Aesthetics, the latter including Design, Architecture, Sculpture, Music and Painting. We hope for the day when in efficiency, scope, influence, number of students and teachers, this University will be second to no Provincial or State University on the Continent, supported in a similar manner and serving a sim-



ilar constituency. Meanwhile, we must be content to travel step by step toward this idea, though as rapidly as we may. The line of development, whether by adding departments or completing those already organized should in every case be determined, not by any traditional views as to what a University must be, but solely to subserve the well-being and meet the needs of the people of this Province and country.

In the first place, your Commission mentions with special pleasure the proposal of the Medical College to become a Faculty of the University and to hand over to the University property to the value of \$75,000. We urge the acceptance of this opportune offer, and suggest that the details of the proposed arrangement be completed by the new Board of Governors. We would, however, recommend that the request of the College of Physicians and Surgeons for restoration of power to examine for license be granted. We strongly urge a close alliance between the Agricultural College and the University. Such an intimate alliance would in no way impair the usefulness or infringe on the practical autonomy of the Agricultural College. It would leave the present Advisory Board intact, except for the withdrawal of the University representatives, and would be to the general advantages of both institutions.

We desire to see the College of Pharmacy a Faculty of the University, and hope also that the legal profession will promptly and generously co-operate with the new Board of Governors to the end that a Faculty of Law be established in the University, thereby remedying the present defective system of Legal Education in this Province. Apparently the establishment of Faculties in Medicine, Law and Pharmacy need not greatly increase the burdens of the University, the fees in these professions being about sufficient to cover the cost of instruction.

We recommend that the various Faculties be established as far as possible, with one homogeneous system of government, regard being had to their special conditions and necessities.

All these Faculties should receive generous treatment from the University, and should be accorded as large a measure of autonomy as possible, particularly in regard to the details of their work and their courses of study.

*Further Suggestions Regarding University Development:*

While not seeking to determine in advance the line of development, your Commissioners would specially draw the attention of the new Board of Governors to the following considerations, most of which lie within, or grow directly out of, the terms of the Commission, while others have been pressed upon the notice of the Commission by memorials and deputations.

*Teaching in French and German:*

1. There exists legislation of the Province and of the University Council regarding new courses of instruction which have been authorized, but not yet established.

*Other New Chairs:*

2. There also exists great need for the establishment of Chairs in several departments of study, for which in some cases no provision has been made, and in others the most meagre facilities are afforded.

*Classification of Staff:*

3. It would be well that a careful classification of the Teaching Staff be made, and that as far as practicable a scale of salaries be arranged.

*Increases of Salary:*

4. The salaries at present attached to full professorships in this University are too low to command and retain the services of the best type of University instructor, and it is therefore desirable that these salaries should be increased as soon as the finances of the University will permit.

*Carnegie Pension Fund:*

5. In framing the Constitution of this University, and also in the matter of providing financial support, regard should be had to the requirements of the Carnegie Pension Fund. Forty years hence connection with this fund will be worth as much as an added endowment of half a million dollars. Professors deciding to remain on a staff and candidates for chairs will be materially influenced by the advantages of a Pension Fund. At present the denominational representation on the Governing body of our University debars our Professors and Lecturers from the benefits of this fund, and unless the constitution of the University be radically altered at this point, it will be necessary to use part of the limited financial resources of the University in establishing a Pension Fund of our own.

*Length of Academic Year:*

6. The present period of actual instruction being less than six months in the year, the academic year should be lengthened by at least two months.

*Research Work:*

7. With all due deference we venture respectfully to suggest that it would be a mistake just yet unduly to emphasize Research Work. We recognize its value and think it permissible even under present conditions in the case of a gifted and enthusiastic, professor whose regular work is above standard and whose time permits of the added and congenial labor. But Research Work is mainly Graduate Work; it is the luxury of the few who aim at being specialists. In an older institution, well-developed and amply endowed, such work would be expected as a matter of course. In this young institution, with a rudimentary Arts department and with instruction wholly lacking in many important branches, the needs of the next fifteen years will best be met by providing efficient instruction in a large number of undergraduate courses of study. Meanwhile the long vacation offers the instructional forces some opportunity for Research, and to this might well be added leave of absence on full salary every seven years for the purpose of Research and for visiting other universities at home and abroad. It may be safely assumed also that all students of the University are encouraged to independent mental effort, which is of the very highest educational value, and that the students of the senior years are made familiar with the observational, experimental, inductive and constructive methods of original investigations.

*University Extension, Lectures, Etc.:*

8. University extension work, however, stands upon a different plane. It is for the great mass of the people who have no contact with the Uni-

versity, who are deprived of its humanizing influences, and are shut off from the special and technical knowledge which the more practical departments of a University afford. University extension work does not necessarily demand such highly-paid ability. Much of it, too, is done as a labor of love, as is shown in the splendid popular evening lectures which our present staff are giving, in the new course in English for teachers, and also in the projected course of popular lectures in Political Economy. Such good work should be encouraged, organized and carried out to the Provincial towns. Moreover, University extension work requires no additional plant or appliances, as the work is generally carried out in the evenings for the artisan class or in summer sessions for teachers and the general public.

There is a general and commendable thirst for knowledge among the people of this Province. A Bureau of Extension, with a Secretary at a moderate salary, might do much to meet and guide popular aspirations. Among others, the teachers of Rural Schools, the various Literary Societies, Debating Societies, and the Librarians in small Provincial towns might profit by his suggestions. How widely such influence might extend may be judged from the fact that one University in the Middle West is reported to have received in small fees more than \$40,000 annually for its work in Extension Lectures and Correspondence Studies. Few things would render the University more useful and popular than by such means to make it the friend, adviser and helper of the common people.

The guiding principle might be that the University should assume the oversight and direction of all such Literary, Commercial and Technical work as can be more efficiently and economically directed by a university than by private agencies.

(A) *Agricultural Courses in Present Secondary Schools:*

Though it does not lie directly within the scope of our instructions we venture the further suggestion that one of our rural High Schools become an Agricultural High School and that a Technical High School or Trades School be established in the City of Winnipeg. These would fill a gap in our present educational system. The former would become a feeder for the Agricultural College and might be mainly directed from it; the latter might in some similar way be subordinated to and receive guidance from the University Faculty of Engineering.

(B) *Summer Sessions:*

Moreover, a University practically closed for six months of the year ought to take into consideration the advisability of establishing a Summer Session. This might best be held during the school vacation. Nowhere in America is the climate more favorable for such a session, and by alternating the courses from year to year the burden imposed upon any one instructor need not be heavy. Large numbers of teachers and isolated students would thus be greatly helped. All would return to their work with increased knowledge and new inspiration, while many would continue their work by means of Correspondence Courses, and not a few might become regular students of the University.

(C) *Extra Mural Work:*

In this connection we note also that considerable service might be rendered education by a system of Correspondence Study, or, as it is gen-

erally called in Canada, Extra-Mural Work. By this means many of our Public School teachers might be encouraged to take at least the first two years of the University Course, and this vantage-ground once gained, they would almost certainly complete their course intra-murally. The experience of Chicago, Queen's and other Universities shows that the quality of such work can be kept, in many courses, on a par with the work done in the lecture rooms of the University. The Secretary of Extension might at first guide this work under the direction of the individual instructors.

(D) *Employment Bureau:*

Under this Secretary's direction might also be placed an Employment Bureau. Most universities in large cities find this a necessity, and it is doubly valuable in a new country, where many of the young men are comparatively poor. Many of the ablest graduates of the East and South have made their way through the Universities by means of well directed self-help. The services rendered by students may embrace any kind of honorable employment, *e. g.*, Library attendance. Tutorial work, Newspaper work, Clerical work, Typewriting and Stenography, Bookkeeping, Collecting Accounts, Clerking on Saturdays. Telephone attendance, Teaching and other employments in vacations, etc. There is practically no limit to the amount of work which such a bureau can secure for those who need assistance. In this way one University enables hundreds of its students to earn their way through College, and it is safe to predict that such a Bureau would soon add scores of students to this University, besides enabling others to attend the University at an earlier and more suitable period of life than at present. Educational institutions do well when they discover and assist ambitious and earnest young men and women, and such in turn do most in after life to build up society, besides being often the most loyal sons and daughters of the University that helped them in their early struggles.

(E) *Matriculation Scholarship:*

With the same end in view, it would be well to spend part of the revenue from the Isbister Trust in providing Matriculation Scholarships which might take the form of free tuition in the University, lapsing at any period of the four years' course if the student failed to reach a certain specified class-standing.

*Library:*

9. There is as yet no University Library worthy of the name, and anyone conversant with modern methods of University work would see at a glance that very large additions should immediately be made at this point, while a fireproof building and a general reading room, not to speak of departmental reading rooms, are an absolute necessity.

*Museum and Art Gallery:*

10. There is no University Museum, in spite of the fact that a Museum is almost as essential an element in educational work in some departments as a Library. There is no Historical Museum in this Province, and the potential treasures of such are either being lost forever through neglect, or else being carried off to enlarge the collections of universities in Eastern Canada and the United States. Private collections

which are being made by individual citizens show a development of the historical and artistic sense among us, and this department of the University, once inaugurated, would be of great public benefit, and would be sure to receive many gifts from private sources. It might easily become the Museum of the University, the City and the Province, and thus the University would find it very easy to secure the necessary funds. It is too early to outline more than the most general and tentative action, but if a good fireproof library building were erected, one half of it might be assigned for the next few years to the Museum, which might begin with at least three general departments: (a) History, (b) Natural History, (c) Arts.

*Forestry Department:*

11. If a Department of Forestry is needed anywhere in Canada it is surely all the more needed in this Province. Apart from the general question of conserving and developing our timber resources, careful attention to this question is necessary for the regulation of our water supply, for the conservation of our Fisheries, and for climatic reasons as well. Wooded belts would break the force of prairie winds, and would re-claim and utilize many unproductive areas. In this work a Forestry Specialist would not only train up assistants and be the advisor of the Government, but would bring and keep the whole question of arboriculture before the people of this Province. The cost of maintaining the department after providing the necessary site would be small, and the sale of nursery stock to parks and private individuals might even make the department self-supporting. Within forty years afforested areas in our Province, at present quite unproductive, would be yielding a handsome profit to the Provincial Treasury, as well as fulfilling a useful economic function.

*University Buildings:*

12. There will necessarily be a Residence System. The average student learns as much from his fellow-students as he does from his professors. If the University does not provide residences, fraternity houses spring up, and this because University life includes as one of its largest factors, living together and eating together—fellowship in short—social and intellectual. Even for those who live at their homes or in boarding houses in the city, progressive universities soon discover that some provision in the way of Students' Union Buildings is necessary. A properly conducted Residence System should be self-supporting, and might even pay a low rate of interest on invested capital. Should the Colleges continue in close association with the University, they might, and doubtless would, provide for a considerable number of the students a Residence System of the very best kind, and thus save the University considerable expenditure on capital account. Some further residential provision will be necessary in the near future, no matter what site is selected and no matter what policy may be favored by the Colleges, or by a majority of them.
13. We recommend a thorough medical inspection of all undergraduates upon their first enrolment and the appointment of a Physical Director and a Physical Directress.
14. Finally we are of opinion that the standard of Matriculation is too low and ought to be raised.

Many of the proposals here adverted to are the commonplaces of older University systems. We mention them, not as throwing any new light upon the subject, for the men engaged in College and University work here are quite familiar with them, but we wish to draw attention to them because the general public, busy as yet with the necessary beginnings of a great, new, industrial and commercial development, has not had leisure or opportunity to familiarize itself with the value and needs of a good University system.

#### SITE.

#### Size and Location:

We recommend a large site as a fundamental necessity of a modern University. All the Universities we visited advise strongly in this direction. Many complain of their own lack of space and are buying more land at ruinous prices. Some authorities suggested a thousand acres for all University purposes, inclusive of Agriculture, Forestry and Horticulture. The new Universities of Saskatchewan and Alberta have respectively sites of one thousand, three hundred and thirty-two acres, and two hundred and fifty-eight acres, the latter exclusive of the Agricultural College Farm. It is the opinion of your Commissioners that a large area should be acquired as speedily as possible, within or near the city, and preferably upon the river bank. Proximity to a railroad would be advantageous for many reasons, more especially in connection with the work of Engineering and the erection of University buildings. Proximity to the Agricultural College would also be of distinct advantage. Mr. Machray, while in favor of a larger site, would not advise specifically as to the amount of land, while Mr. J. L. Gordon and Dr. Wilson subjoin the following reasons why, in their opinion, the site selected should not be less than 500 acres. Such site and buildings should be exempt from taxation, and should be laid out according to a comprehensive design with a view to the best distribution of the buildings and the needs of the University for a hundred years to come.

#### SPECIAL REASONS FOR A LARGE SITE

- 1 *Land acquisition*  
*Cost in*  
*improvement*
  - 2 *College*  
*integration*
  - 3 *M.A.C.*
  - 4 *Residence*
  - 5 *Athletics*
  - 6 *----->*
  - 7
- (a) Such a site would provide sufficient room for all future needs, as far as these can now be foreseen. When the University is once fully organized a further change of site would be difficult and an enlargement of the site very expensive. Columbia University, after twice moving four miles out of the city, is again hemmed in on every side: its further development restricted, while the ground for two additional buildings recently cost \$2,000,000. Wisconsin University, with a site of six hundred acres is buying more land at from \$1,000 to \$50,000 per acre. A few years ago this land could have been secured at an insignificant figure. The experience of Glasgow, Birmingham, John Hopkins, Minnesota and other universities conveys a similar warning.
  - (b) Proper correlation of teaching is impossible unless the various teaching bodies of the University are within easy reach of each other. A university with a small site has nothing to offer. A university with a large site would be in a position to give a free site to all affiliated colleges, and greatly strengthen itself by so doing.
  - (c) Such a site would materially increase the size of the present Agricultural College Farm, and would afford room for a department of forestry and horticulture.
  - (d) A large site will afford room for a residence system, which is inevitable in the future, and for residence of professors, which is also desirable.
  - (e) All university athletics should be upon the university grounds, and, therefore, under due control and restraint. When one thinks of the scores of instructional buildings that will eventually be necessary and then thinks of the student's union buildings, men's and women's gymnasias, foot ball fields, cricket grounds, baseball and tennis grounds, bowling greens, running tracks, skating and hockey rinks, which are the recreational accompaniments of a modern university, one is not inclined to settle upon a small site.
  - (f) A large site will provide room for university drill and for practice surveys, which latter will save time and travelling expenses to both students and instructors.
  - (g) A large and park-like site is an important factor in awakening the aesthetic sense of the student. President Eliot well says: "The beauty of university buildings, of their site and of the grounds about them, forms an important part of its teaching. On this account city universities, whose buildings are situated in compactly built streets, can never exert on their students all the beneficial influences which suburban or rural universities can exert."
  - (h) We are further of the opinion that Manitoba stone should be used in the construction of our university buildings and that the architectural treatment should be tasteful and uniform.
  - (i) The present location of the denominational colleges should not greatly influence the question of the university site. They may move. One of them is ready to move now. Two others of them are located on extensive central property and will probably find it in their interest to move soon also.

RELATIONS TO THE UNIVERSITY OF AFFILIATED DENOMINATIONAL COLLEGES AT PRESENT EXISTING OR IN FUTURE TO BE AFFILIATED OR ESTABLISHED, AND IN PARTICULAR THE FOLLOWING AFFILIATED COLLEGES—ST. BONIFACE COLLEGE, ST. JOHN'S COLLEGE, MANITOBA COLLEGE, WESLEY COLLEGE, TOGETHER WITH THE UNAFFILIATED COLLEGE AT BRANDON.

You have also asked us specifically to report upon the relation of the Affiliated Colleges to the University. Having already dealt with the Agricultural College and the Medical College, we turn now to the consideration of Denominational Institutions of Higher Learning.

It is desirable, for historical reasons, for the unification of the Higher Educational interests and for the maintenance of a high standard, that these Colleges should be encouraged to remain in affiliation and that others should be encouraged to enter into affiliation, provided such results can be obtained on a reasonable basis.

*"Constituent Colleges" of the University under Denominational Control Impossible:*

We have considered the proposal that these become "Constituent Colleges of the University," and believe it to be impracticable. They could become "Constituent Colleges" if they would sever their connection with the denominations which founded, maintain and control them, and thus become "Arts Colleges" pure and simple. But no one contemplates this. If they became "Constituent Colleges" without this radical change four or five denominations would then sit entrenched within the University system, to the disadvantage and irritation of all other denominations whose members pay their full share of taxes. Moreover the danger of an imperium in imperio would here be raised to the fourth power. These four denominational colleges would be able strongly to influence the policy of the University, and the University would have no voice in framing their educational policy. Further, these Colleges are not unanimous; their views do not coincide as to the amount of University work they severally desire to undertake, and even if they were unanimous now they can give no guarantee that they would remain so, and would always teach a certain specified part of the University Curriculum. The Colleges might undertake to teach certain University subjects, and soon find with the growth of the University the burden too heavy to be borne, or that it pressed too heavily upon a weaker College. Or the Colleges might leave to the University certain subjects now and soon find it to their interest to resume these, in which case their hands would be tied by an agreement. Suppose the University agreed to leave to the Colleges certain University subjects (a "guaranteed minimum"), it in return would soon find itself compelled to resume these, whether by such action the Colleges were

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- (j) Finally, if valuable buildings are huddled together upon a small site, the cost of insurance is high, and the danger of a disastrous fire greatly increased. *S. Fine*
  - (k) We suggest that the Board of Governors, as soon as appointed, take into their careful consideration the very generous offer of Mr. Heuhach. Possibly some modification of this offer might be obtained, or, if not some additional land adjacent to the offered site and along the River front, could be acquired, which would make this offer even more valuable. It should be borne in mind that land values are steadily increasing, that we must plan for the long future, and that such offers are not of frequent occurrence.
  - (l) Having selected suitable and ample grounds, the attempt should be made to co-ordinate the work of university development with the project of the 1912 National Exposition. In this way both projects would be furthered. Improvements to grounds would have a permanent value, and the gift of the city of Winnipeg, and possibly even that of the province of Manitoba, might be expended in buildings which would afterwards form the nucleus of the permanent group of university buildings.

If the Centennial committee should so desire, this last clause of the report might be held by the government retentis.

antagonized or not. Thus the changing needs of changing times would force both parties to break such an agreement. That this is a probability, rather than a vague possibility, is evident from a consideration of the changes in the curricula of Universities and Theological Schools within a single generation. Further, if any Denominational College desires to assume the heavy burden of University education, then to its own master it stands or falls, but the University cannot run the risk of being either the stepping-stone of its ambition or the victim of its mistake. Again, if any Denominational College desires, either now or at some future time, to leave the work of University instruction to the University, it ought to be free to do so without dislocation of the University system, without breach of faith, and without reproach and disadvantage to its own denomination. If any denomination which has not yet a College in Manitoba, desires to establish a Theological Seminary in connection with Manitoba University, it ought to be free to do so, without being compelled either to shoulder the burden of Arts Education or else occupy a position relatively inferior to that of the existing denominational colleges. On a careful review, therefore, of the situation, it is evident that the University cannot serve five masters—one public, and four denominational—and that we dare not build our educational house upon the shifting sands of denominational convenience.

*Friendly Co-operation, But With Unfettered Freedom:*

Since, therefore, any hard and fast arrangement is impossible, the relationship should be one of friendly co-operation with untrammelled liberty on both sides. The University cannot consent to any "tacit understanding" which would leave the Colleges in possession of the field; cannot accept any arbitrary limitation of its activities; cannot relegate to the Colleges either in perpetuity or indefinitely, or for a term of years, a fixed portion of the curriculum; cannot sacrifice its own future, dare not sell its birthright. On the other hand, the Colleges in their sphere should have similar liberty to teach over the whole field or over as much of it, or over as little of it, as may either now or at any future time, suit their varying and divergent interests. But while freedom is essential to both, the University and the Colleges have many common interests, and the University of the whole people is in a position to afford very considerable advantages and confer great privileges upon all such private foundations of learning. Not the least of these is the prestige of affiliation with a large and growing University operating in their own constituency. It is suggested that there might be, if desired:—

1. Co-operation in instruction either by exchange of lectures or by any other method, and to any extent which might be mutually agreed upon. Such co-operation ought to be continued as long as mutually advantageous, the Colleges being on their side free either to cease giving instruction in any subject or to enter new fields of instruction.
2. As an element of this co-operation there might be conference and common action between the heads of these Colleges and the President of the University in regard to a common curriculum, common discipline, or any other mutual interests.
3. In regard to Lectures, the University should accept attendance at any Affiliated College in any subject in lieu of attendance on University classes, and all University classes should be open to the students of



Affiliated Colleges on payment of the fee necessary to cover that particular portion of the University Course.

4. With reference to Fees, the Colleges which taught over the whole or any part of any University course might retain, or have refunded, the portion of the Fees paid for this instruction by students enrolled in such College classes and receiving such instruction therein.
5. In regard to Examinations, the University should be prepared on its part to examine (for the regular examination fee) any student sent forward by the Affiliated Colleges, whether for class standing, year standing or degrees. It should also accept as part of such University examination (not to exceed one-third of the examination in each subject) any satisfactory tests, whether by written examinations, term work, or otherwise, which have been made by the Affiliated Colleges. This latter clause, however, should not apply to the examinations for University Medals, Scholarships and Fellowships.
6. The Affiliated Colleges too would share in all the advantages of a common campus, including the privileges of Libraries, Museums, Special Lectures, Students' Union Buildings, Athletic Fields, and the privilege of University Residence. The Affiliated Colleges would also have a large field and a favorable opportunity for bringing to bear their best moral and religious influences on the whole life of the University.
7. As a matter of wise policy the University would do well if this scheme be accepted by the Colleges, or a majority of them, to grant the following further advantages to such Affiliated Colleges:—
  - (a) All possible consideration should be shown for their views and interests both during the period of transition and readjustment, and indeed, in the future on all matters not prejudicial to the general welfare and progress of the University.
  - (b) It should be the policy of the University to take over all good men under forty-five years of age at present on the staffs of the Affiliated Colleges, wherever their College would release them, and these men were willing to go. Such men should be taken over at their real rank, and at salaries paid by the University for such services as they render. If found satisfactory they should be placed upon exactly the same footing as all other University professors or instructors, both as to standing, salary and functions. In addition to this the fullest consideration of their previous services should be had in view in the formation of any Pension scheme or the apportionment of any retiring allowance. This would be only simple justice, as these gentlemen have served without cost to the State and for the most part at salaries too low to enable them to make adequate provision for old age.
  - (c) Further, the University should allot for these Colleges five different sites of ten acres each, adjacent to its Arts and Science buildings. These sites should be of as nearly equal value as possible, and should be given to the above-named Colleges, to be held by them without rent or taxes during such time as they remain in affiliation with the University. In case of their withdrawal from affiliation the value of either the buildings or the site might be mutually arranged, or failing this, might be determined by arbitration. The right of selection of such

sites should be in the order of acceptance by the above-named Colleges of the proposed scheme of University re-construction and of their application for such sites of ten acres. In addition to this the Board of Governors would do well to set apart under similar conditions a free site of five acres for any similar Denominational College which may in future be established and which may desire to enter into affiliation with the University and to erect a building on the University grounds.

In submitting these conclusions we beg leave to point out that the plan here proposed gives fair play to all the interests involved, recognizes the absolute equality of all religious bodies before the law, places no educational interest or institution in a position of special advantage or disadvantage, leaves the Denominational Colleges free to work out their own destiny in the way which best harmonizes with the ideals and interests of individual denominations, and at the same time preserves the freedom of the University and provides for its gradual and peaceful development.

Believing that any real and final solution of this question will follow closely the lines here laid down, and not without hope that the members of your Government may recognize the simplicity, justice, safety and sufficiency of the solution here offered, we have the honor to be.

Your obedient servants,

(Signed) GILBERT B. WILSON,  
JOHN A. MACHRAY,  
JAMES L. GORDON.

November the twenty-fourth,  
Nineteen hundred and nine.

# University Report

OF

Commissioners

Mr. Justice J. D. Cameron

AND

Doctor W. A. McIntyre

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16th FEBRUARY, 1909.



*To His Honour the Lieutenant-Governor-in-Council:*

The undersigned, two of the members of the Commission appointed by Order-in-Council, dated the 28th day of September, A.D., 1907, to consider and report upon the matters relating to the University of Manitoba, therein referred to, beg to submit the following:

We take it for granted that there is no necessity for our discussing the present condition of higher education in this Province: That it is most unsatisfactory is generally admitted, *and is particularly shown by the request of the University Council for the appointment of this Commission*, by the action of the Government thereon, by the evidence given and produced before the Commission in Winnipeg, by the investigations of the Commissioners elsewhere and by the persistent public discussion of the subject. That condition is obviously due to two leading causes: first, the inadequacy of the resources at the disposal of the Provincial University; and second, the present organization of the University under which its control is practically vested in the hands of four denominational colleges. This peculiar form of organization, due to historical circumstances, has now plainly outgrown its possibilities of usefulness. One of the most important questions, therefore, before the Commission for consideration is: "Shall the University of Manitoba be continued, with modifications of its present organization, but preserving in some form and to some extent, the present denominational control; or shall the University be established, now and for all time as a state institution, free from control, direct or indirect, by the denominational colleges?"

It is urged on behalf of the colleges that inasmuch as they have hitherto sustained, in great part, the burden of instruction in the branches of higher education in this Province, they are entitled to consideration therefor, and, consequently, to some permanent participation in the control of the University as it shall be re-constituted. For our part we must definitely reject this contention. That at the time of the original incorporation the Legislature had any such intention is inconceivable. And in a re-organization of the University the Government and the Legislature will be called upon to deal with a matter of supreme importance involving the vital interests of future generations of students and of higher education in the Province, which interests alone have any claim to consideration by the Government and the Legislature. That the colleges have already acquired any vested rights in respect of those future interests it seems to us impossible to maintain. Moreover, it is clear that in the past these colleges have derived great benefits from the University, and that in the future they will receive even greater advantages from it when reorganized as we propose.

It is further urged that as the colleges are already performing much of the University work, particularly in the department of Arts, it would be expedient to relegate to them indefinitely the task of instruction in a number of University departments, as for example: Classics, Modern Languages, Philosophy, and others, while the University should confine itself to the Sciences and the remaining branches of the curriculum. For various reasons we cannot accept this view. In the first place, the University would, under the proposed scheme, have no control whatever over the appointment or dismissal of the college teachers. In the next place, it is, we submit, evident that the work now undertaken by four colleges, teaching practically the same subjects, could and would be better done if concentrated in one vigorous state-aided institution. We find that the results of instruction in a denominational institution are, as a general rule, not up to the standard of those attained in an institution adequately sup-

ported by the state. The denominational college is usually established, primarily, for the purpose of giving religious instruction. With it all other instruction is, necessarily, of secondary importance only. And the conclusion has been drawn by competent observers that denominational control is, by no means, the best method of evolving an effective organization for developing a University. Moreover, the resources for the maintenance of a denominational institution dependent on voluntary contribution, are usually inadequate and necessarily cannot be compared with those of an institution having behind it the entire assets of the state.

We are, further, of the opinion that no one desiring to take a degree in Arts, should be compelled, against his inclination, to take his course of instruction in a denominational college. The injustice of this is manifest. To meet such cases it would be necessary, if the present state of affairs continued, to create still another college, purely under state control. But in our judgment this course would simply still further complicate the present situation and presents no final solution of the questions involved. A Provincial College, teaching in competition with the denominational colleges, will, when seeking larger revenues to increase its efficiency, almost inevitably meet with their opposition. The colleges will urge that they, supported by voluntary contributions only, would, by such Provincial assistance, be placed at an unfair disadvantage in competition with a public institution to the support of which all alike contribute. Thus the Provincial College, isolated from the University, would be foredoomed to a non-progressive and stunted existence.

We deem it impossible for the state to limit, temporarily or in perpetuity, the scope of teaching within its own institution. It could not divest itself of the right to enlarge that scope, and any present agreement, by legislation or otherwise, that the Provincial institution should refrain, for all time or for a fixed period, from teaching certain subjects, would be futile. The demand for a University, teaching in all branches, would thus not be ended and the agitation on the subject would continue, to the detriment of higher education and to the injury of the colleges themselves, until that agitation had been put at rest in achieving its object. With all due consideration for opinions at variance with our own, we express it as our deliberate conclusion that this result is inevitable, and that the situation had better now be faced by all parties with the view of co-operating to secure for this Province a unified system of higher education, second in efficiency to none in any community, of the importance and status of this Province, on the Continent.

Were this Province now considering for the first time the creation of a University, it would most certainly not bring into existence such an organization as we now have. The action taken by Saskatchewan and Alberta, without dissent, shows that most clearly. And it is no doubt owing, in part, to the cumbersome and anomalous form of government of our Provincial institution that it has heretofore failed to arouse the general good-will and practical support of the people and Legislature of the Province.

We would, therefore, recommend that legislation be enacted to endow the University of Manitoba with power to teach in Arts as well as the Sciences, and in every branch that now or hereafter may be deemed proper to be taught in a University in accordance with the most advanced ideas of the time. We have a prosperous province, steadily increasing in wealth and population, with a capital city of unlimited possibilities, inhabited by a progressive and ambitious population. We believe that this people will not rest satisfied until they are

at least on an equality in respect of educational advantages, primary, secondary and advanced, with the states immediately to the south of us, such as North Dakota, Minnesota and Wisconsin, and with the two new sister provinces in the west.

We believe, moreover, that the people of this provinces will be prepared willingly to make the necessary sacrifices to ensure the creation and permanence of an institution devoted to research and higher education, one object of which, we may hope, will be ultimately to rank amongst the foremost universities upon this Continent.

We would recommend that the corporation of the University hereafter consist of a Board of nine Governors, who shall have power to elect a President who shall also be a member of the Board; that the Governors shall be nominated by the Lieutenant-Governor-in-Council to serve for a term of five years; that the Board shall have the control and management of the University land grant and property, and the distribution of its income; that it shall create all departments and faculties and appoint all officers and teachers and fix all salaries; that it shall have the power to determine the educational policy and administration of the University and to enact such ordinances generally as may be necessary for its government; and that it shall preserve the University free from the control of all other institutions, of which the University shall be independent in every department of its administration.

We urge the acceptance of the public-spirited offer of the Medical College to become an integral part of the University as its Faculty of Medicine, an offer which we understand is conditional upon the re-organization of the University. The working out of the details of the proposed arrangement will be a proper subject for the Board of Governors to deal with.

We strongly urge also a closer alliance of the Agricultural College with the University. This we regard as most important. Such an intimate alliance would, we feel certain, be to the advantage of both institutions.

We believe that the University should be so developed as to bring within the sphere of its educative influence all the scientific, technical, and other like branches of study that may be properly brought therein to the end that it should, in the most liberal measure, be to the practical advantage of the whole people of the Province. Experience has shown beyond question that the whole of elementary, secondary and industrial education, to obtain the best results, must be closely related to and dependent upon a University system.

We have considered the question of site and not having any power to effect finally the acquisition of the necessary property, would go so far as to state that an area of not less than 150 acres should be acquired as speedily as possible within or near the City, and, if possible, convenient to the Agricultural College. We find that many similar institutions complain of their lack of space. All the universities we visited have recommended a large site, some even suggesting 1,000 acres for all University purposes, inclusive of Agriculture, Forestry, Horticulture and Surveying. We would suggest that the final determination of this matter be left to the Board of Governors. In this matter the undersigned agree with the other members of the Commission.

The Commission having been directed to report on the financial aspect of the question, we wish to state that we realize the limitations of the Provincial revenues and the responsibility imposed on the Government and Legislature in the matter of taxation, and we, therefore, approach this subject with due hesitation. But we realize also the urgent necessity of placing our system of higher education upon an enduring basis and believe this view will commend itself to the popular mind. We have given every consideration in our power to the various methods suggested of meeting the considerable expenditure involved in carrying out these recommendations, and have reached the conclusion that the *Government must appeal directly to the people themselves* to provide the financial means without which it will be impossible to place our Provincial system of advanced instruction upon a permanent and adequate foundation. We would recommend that the Province take power to expend not less than \$500,000 on buildings and equipment in addition to what may be necessary to provide for a suitable site. Also that the Government prepare to provide an income of \$100,000 per annum for the maintenance of the University once it is in operation. During the period of organization and construction a smaller sum would suffice, provision being made for increases from year to year.

*The interest on the capital expenditure and the necessary annual expenditure for salaries and maintenance, together with whatever additional sum is necessary to support and maintain the Agricultural College, should, we submit, be raised by levy on the municipalities of the Province, through the Municipal Commissioner.* The amount to be provided by the Government will, as a matter of course, be decided by consultation between the Government and the Board of Governors, and due consideration will naturally then be given to the income of the University arising from its land grant, fees and other sources. We cannot believe that there will ultimately be any objection to this taxation; certainly there is none in the case of similar taxation elsewhere in communities (such as North Dakota, Minnesota, Wisconsin and Michigan) where great University institutions, well equipped, progressive and of an excellent type, are maintained largely through direct taxation. On the contrary, the people of these States take a pride in these institutions and generously contribute to their support. We believe that the result of such a direct method would be most beneficial, as it would arouse the interest of every taxpayer in the Province in a great Provincial institution which is an essential part, as indeed it would be the crown, of our whole educational system.

We have taken into consideration the proposal that the colleges should be given representation on the Academic Board or Council of the University. We regard this as indefensible in principle as the proposal that they should have representation on the Board of Governors: And more than that we consider that such representation would have a natural tendency to keep the standard of the whole University, in whatever subjects should be taught in common, on a par with that of the weakest of the colleges.

So far as the denominational colleges are concerned, we seek in no way to interfere with their privilege to give instruction in any subjects they choose. But we do not admit that they can, with propriety or justice, claim any rights whatever in respect of an institution authorized and supported by the whole people of the Province, irrespective of creed. We suggest that the future relations of the denominational and other independent educational organizations



to the University be left to be dealt with by the Board of Governors, as matters of policy and administrative detail. It is upon the Board that will be thrown the responsibility of carrying this inspiring conception of a great Provincial University into successful and harmonious operation, and we predict that the co-operation of educated men and educational bodies throughout the Province will be forthcoming. In our opinion, no other solution of the questions arising out of the relations existing between the colleges and the University, than that which we present, will prove satisfactory to the active friends of higher education or to the people as a whole. Any other solution, we are satisfied, will be certain to give rise to continuous discussion, dissension and agitation. In any mere compromise, or in the adoption of any proposal which does not embrace the essentials of that which we here advocate, there is to be found, we believe, no finality. But if the recommendations we herewith respectfully submit are adopted by the Government and enacted by the Legislature, we have every confidence that the vexed question of the control and support of the University has been settled for all time.

The true dictates of modern enlightenment and educational progress demand that the questions submitted to the Commission be determined with the least possible delay. We believe we have suggested the simplest, the most direct, and, in the end, the most satisfactory method of solving the difficulties involved. That a free, untrammelled and fully equipped University is necessary for our educational system is abundantly clear. It is most certainly, therefore, well worth having and paying for. We feel assured that the project, the outlines of which we have proposed, will, when presented to the public in definite form, receive its appreciative, prompt and generous support.

We respectfully recommend therefore that legislation be forthwith submitted to the Legislature in accordance with the above suggestions, and that in such legislation there be incorporated a provision that upon its coming into operation the present University Act of Manitoba, wherever inconsistent with the provisions of such legislation, stand repealed.

We annex a memorandum of suggestions with reference to the future educational policy of the University, in the belief that they may be of value to those entrusted with its organization and administration should the above recommendations be accepted by the Government and Legislature.

(Sgd.) J. D. CAMERON,

Winnipeg, February 13th, 1909.

W. A. McINTYRE.

#### DEPARTMENTAL FACULTIES.

There should be a series of Departmental Faculties, one for every great department of study in the College of Science and Arts, and one for each technical school in connection with the University. For instance, there would be a Faculty of Classics, Moderns, Philosophy, English, etc., and Faculties of Agriculture, Medicine, Law, Education, and so on. Each of these Faculties should have power to make its own programme of studies, subject to the approval of the President.

#### UNIVERSITY SENATE OR COUNCIL.

The University Senate or Council should consist of all Professors and Associate Professors in the University. It should have power to adjust courses, to conduct examinations, to confer standing, and in general it should have charge of academic matters.

## TEACHING AND EXTENSION WORK.

A custom which has been practiced in the University since its beginning, that of judging the attainments of students by one final examination, should be discarded for something more just and more thorough. The best custom of to-day favors the joint method of examination and class records. Of necessity scholarships and medals must be determined by examination alone, but not necessarily by a single examination at the close of the year. It would seem to be in the interest of education that courses leading to degrees be laid out by subjects rather than by years. This is the whole trend of University practice to-day. It is in harmony with the idea that University education should make for efficiency.

Up to the present, University teaching has been confined to the building set apart for that purpose. It is necessary that in a scheme of re-construction, the sphere of influence shall be greatly widened. The Farmers' Institute is a suggestion for many other gatherings which might profit by the experience of the University instructors. Every technical school can do work just as necessary in its own line as that now done by the teachers of the Agricultural College, and the instructors in a College of Science and Arts can serve just as useful a purpose in the community as the teachers in the technical schools. The University of Wisconsin furnishes a fine example of what a University may do when it sets up as its ideal the improvement of all people of the State.

When re-constructed, the University should proceed with all speed to organize departments in English, History, Social Science, Philosophy, Languages, and should organize Schools of Education, Law and Design. Presentations have been made to your Commission urging that Music, Arts, Architecture and Veterinary Science be represented in the University. Physical education is certainly deserving of recognition. The line of extension—by adding departments or completing those now organized—should in every case be determined by the needs of the people of the Province.

## RELATION TO PRIVATE INSTITUTIONS.

It is possible that privately-owned institutions may wish to co-operate with the University. The following principles are suggested for guidance in this matter:

1. All private institutions that in the opinion of the Board of Governors are deemed worthy, may be put on the list of certificated institutions.
2. Students from such certificated institutions might have the same examination privileges as University students.
3. Latitude may, with the approval of the Board, be extended to certificated institutions in the choice of substitute texts. The certificate of the principal of such institutions as to the class work of the students may be accepted as equal to the certificate of Deans of University Faculties.
4. Any certificated institutions that in course of time may fail to live up to this standard should be dropped from the list.
5. If, for any reason, the University fail to open a department corresponding to any of those now represented in the Denominational Colleges, the President of the University as Acting Dean of this Faculty, might call in to his assistance teachers or professors in the certificated colleges, or qualified persons outside of these colleges to assist him in the particular work of administering the affairs of that department.



